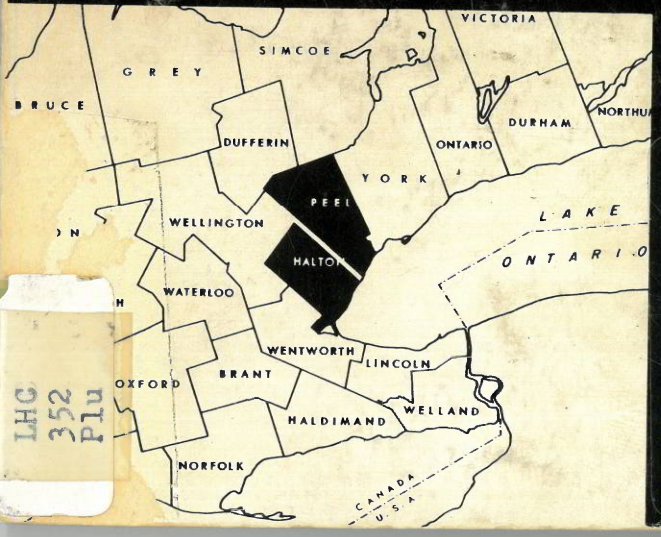
PEEL-HALTON

local government review

T. J. PLUNKETT — SPECIAL COMMISSIONER



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PEEL-HALTON

LOCAL GOVERNMENT REVIEW

A REPORT

THOMAS J. PLUNKETT, M.A.
Special Commissioner

September 1966

LIONEL D. FELDMAN, M.A.
Secretary and Research Director

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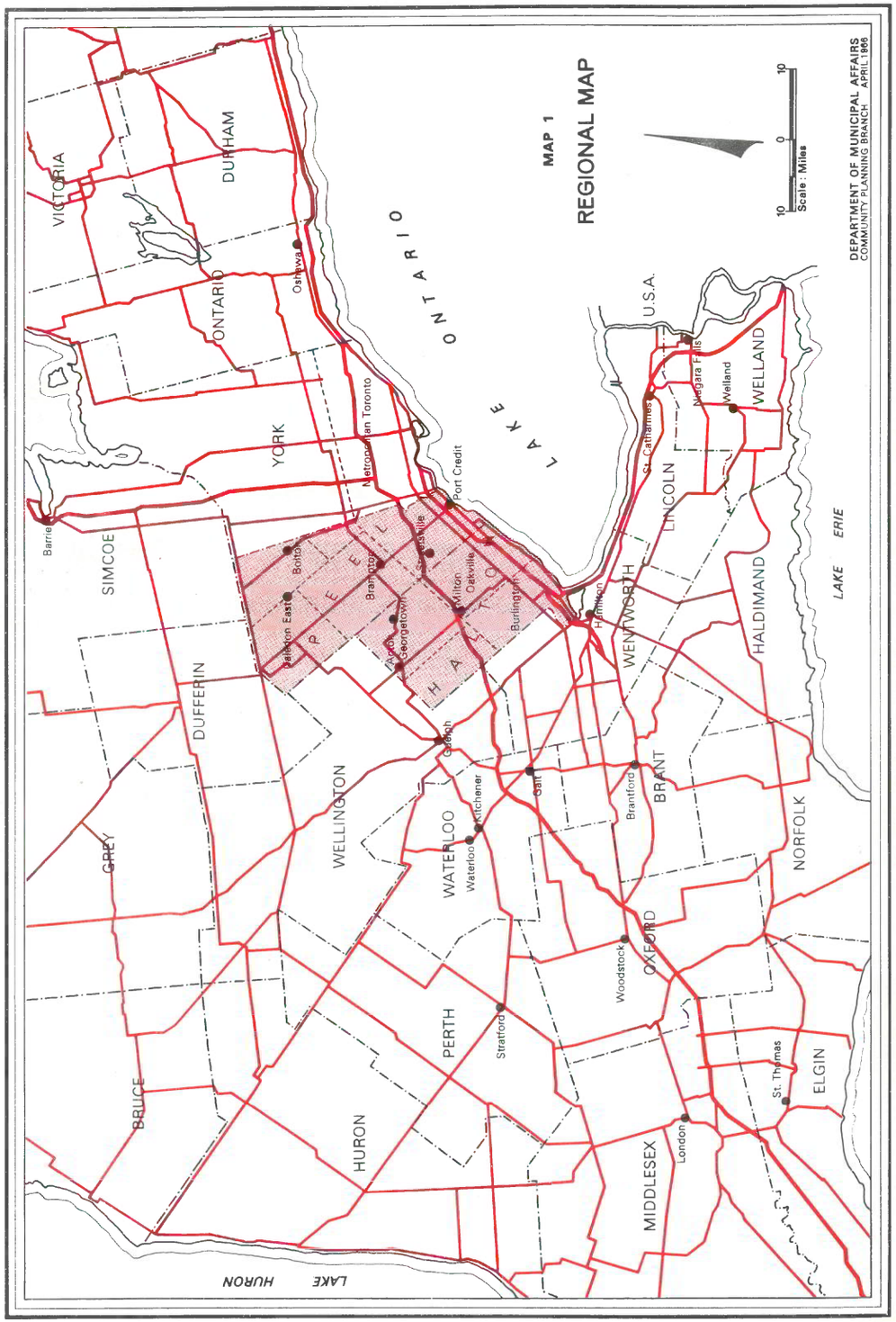

PEEL-HALTON
LOCAL GOVERNMENT REVIEW

SPECIAL COMMISSIONER
THOMAS J. PLUNKETT

SECRETARY & RESEARCH DIRECTOR
LIONEL D. FELDMAN

September 16, 1966

The Honourable J. W. Spooner,
Minister of Municipal Affairs,
Province of Ontario,
801 Bay Street,
TORONTO, Ontario.

Dear Sir:

In accordance with the instructions contained in your letter of July 20, 1965 and pursuant to the terms of reference therein I have completed my inquiry into the structure and organization of local government within the Counties of Peel and Halton.

I submit for your consideration the following Report.

Yours very truly,

Thomas J. Plunkett
Commissioner

ONTARIO

TERMS OF REFERENCE

Extract from letter of appointment dated July 20, 1965 from the Minister of Municipal Affairs, Province of Ontario.

"I am now pleased to announce that in accordance with the relevant legislation and pursuant to the formal request of both county councils I have today appointed Mr. Thomas J. Plunkett, M.A., as a Special Commissioner to inquire into and report upon:

(a) the structure, organization, financing and methods of operation of all municipalities and their local boards in the Counties of Peel and Halton;

(b) all aspects of the functions and responsibilities of the existing local government institutions within the said area and, in particular, without limiting the generality of the foregoing, inter-municipal relations and problems which concern or may concern any two or more of the municipal corporations or local boards having jurisdiction therein;

(c) the anticipated future development of the area or other changes therein which may require reorganization or revision of the existing system of local government in the area;

(d) the effect of present and anticipated future projects and operations of the national and provincial governments upon the responsibilities and resources of local government therein;

(e) any other related matters affecting the local government structure within the area."

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ACKNOWLEDGMENTS

The undertaking of this Review could not have been accomplished without the services provided and the co-operation rendered by a number of institutions and individuals. In acknowledging these it must be understood that all are absolved from any liability for the recommendations contained in this Report, the responsibility for which rests solely with the Special Commissioner.

I am grateful for co-operation extended by the elected and appointed officials of the municipalities in the Review Area who willingly provided much necessary information and assistance. Similarly, I am indebted to the officers of a number of departments and agencies of the Government of the Province of Ontario for supplying much valuable background data. In this connection the services rendered by all branches of the Department of Municipal Affairs facilitated the work of the Review. I am particularly grateful to this Department's Research Branch and specifically to Mrs. Ann MacGregor whose efforts in supervising the preparation of financial data greatly facilitated this task.

While many individuals contributed to the research which had to be conducted I am very much indebted to Mr. Lionel D. Feldman who acted throughout as Director of Research for this Review. In addition he carried out the duties of Secretary and was at all times available with helpful advice and constructive suggestions. Without his services the extensive research and administrative arrangements necessary for the Review could hardly have been accomplished on schedule.

At various times and in specific areas the assistance of a number of individuals was sought either to provide constructive criticism or to undertake a specific assignment. As a consequence I am extremely grateful for the services rendered by: H. W. Lea, P. Eng.; Jas. W. Hemens, Q.C.; Professors Albert Rose, Jacob Spelt, and George Flower, of the University of Toronto; Associate Professor Harold Kaplan of York University; and Professor Dennis Hefferon of the Osgoode Hall Law School. During the course of a visit to Washington, D.C., and vicinity a number of people gave generously of their time in amplifying the working of American county government. A

special vote of thanks is due to Bernard F. Hillenbrand, Executive Director, National Association of Counties, Wm. G. Colman, Executive Director, Advisory Commission on Intergovernmental Relations, the members of the Bureau of Governmental Research, University of Maryland and appointed officials in Prince George's County and Montgomery County in Maryland and Arlington and Fairfax Counties in Virginia.

The design and execution of the cover for this Report was the work of Miss Evanne Willson of the Community Planning Branch of the Department of Municipal Affairs and I am most appreciative of her efforts in this regard.

For the excellent administrative services rendered by Miss Jean M. Aird throughout the undertaking of this Review I am particularly grateful. To Mr. Wallis Lancaster and Mrs. T. Bath I express appreciation for services rendered loyally and competently.

CHAPTER I

THE REVIEW AREA

The area set out in the terms of reference for this Review includes the whole of the Counties of Peel and Halton and all municipal units and other local bodies located therein. This Review Area is bounded on the east by Metropolitan Toronto and the County of York, on the north by the Counties of Dufferin and Simcoe, on the west by the Counties of Wentworth and Wellington and on the south by Lake Ontario. The entire Review Area lies within a natural watershed which drains into Lake Ontario. Map No. 1 reveals more clearly the precise location and the boundaries of this Area and Map No. 2 indicates its physical features.

The County of Peel embraces an area of 300,734 acres or 470 square miles, while the County of Halton covers an area of 236,865 acres or 370 square miles. Thus, the Review Area contains a total of 537,599 acres or 840 square miles. This represents an area more than three times the size of Metropolitan Toronto which covers 153,600 acres or 242 square miles. Including the County there are eleven incorporated municipalities located within the County of Peel and eight incorporated municipalities situated within the County of Halton. Neither county has a municipality with the status of a city or separated town and consequently there are no municipal units separated from the jurisdiction of either county. The basic municipal units are towns, townships and villages. Information with respect to the type of municipality located in each county, the date of incorporation, the size of the municipal council, term of office of the council, and the staff employed by the various municipal units is set out in Table I, p. 2.

TABLE I

MUNICIPAL UNITS IN THE PEEL-HALTON AREA

	Date of Incorporation	Type of Municipality	Number of Council Members	Term of Office of Council	Staff Employed
County of Peel					
Brampton	1873	Town	9	2 yrs.	96
Port Credit	1961	Town	7	2 yrs.	43
Streetsville	1857	Town	9	2 yrs.	20
Toronto	1850	Township	9	2 yrs.	822
Toronto Gore	1857	Township	5	1 yr.	5
Albion	1850	Township	5	2 yrs.	11
Chinguacousy	1830	Township	7	2 yrs.	111
Caledon	1853	Township	5	1 yr.	9
Caledon East	1957	Village	5	2 yrs.	(a)
Bolton	1872	Village	5	1 yr.	6
Peel	1867(b)	County	21	(c)	212(d)
					1,335
County of Halton					
Oakville	1962	Town	11	2 yrs.	241
Burlington	1915	Town	11	2 yrs.	333
Georgetown	1921	Town	9	1 yr.	31
Milton	1857	Town	11	2 yrs.	38
Acton	1950	Town	9	1 yr.	14
Esquesing	1850	Township	5	1 yr.	10
Nassagaweya	1849	Township	5	1 yr.	8
Halton	1853	County	14	(c)	170(d)
					845

(a) 3 part-time employees only.
(b) Separated from York County.
(c) Term varies with the length of the term of office of councils of constituent units.
(d) Does not include staff of health unit.

Population Growth

Population data for the years 1951, 1961 and 1964 are contained in Table II, p. 3, for each municipality.

The total population of the Review Area in 1964 was 276,333 of which 141,633 persons were located in the County of Peel and 134,700 persons located in the County of Halton. By far the largest proportion of this population has settled in the Area[1] within the past decade and a half. For example, the total population of the County of Peel in 1951 was 47,608 but by 1964 had reached a total of 141,633, an increase of over 197 per cent. Similarly, in the County of Halton, where the population totalled 41,727 in 1951,

[1]Where term "Area" is used in this Report with a capital letter it means the Peel-Halton Review Area.

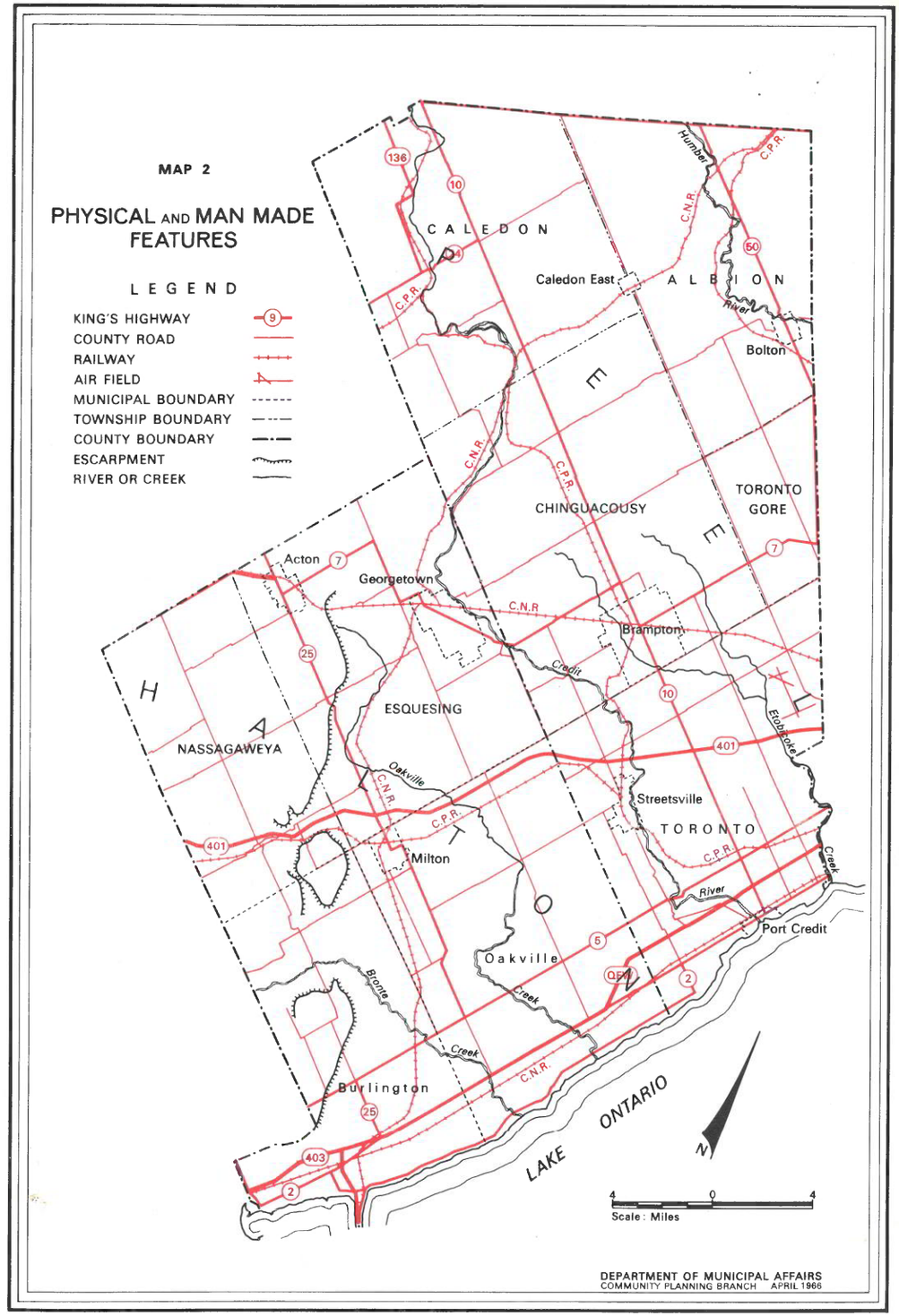


TABLE II

POPULATION OF MUNICIPAL UNITS IN THE PEEL-HALTON AREA

	Population[1]			1980 Forecast[2] Population
	1951	1961	1964	
County of Peel				
Brampton	8,301	19,185	29,634	60,300
Port Credit	3,651	6,736	7,301	11,000
Streetsville	1,100	5,180	5,697	9,600
Toronto Twp.	23,303	63,175	76,066	217,000
Toronto Gore	665	1,088	1,177	2,000
Albion	2,039	3,016	3,400	3,200
Chinguacousy	4,624	7,907	11,691	52,000
Caledon	3,073	3,639	3,929	4,500
Caledon East	—	628	663	600
Bolton	852	2,074	2,075	2,200
Total	47,608	112,628	141,633	362,400
% Increase Over 1951		136.6%	197.5%	661.2%
County of Halton				
Oakville*	13,168	42,254	48,523	128,800
Burlington**	14,004	46,374	54,864	137,600
Georgetown	3,503	10,311	11,374	19,400
Milton	2,460	5,488	6,165	11,200
Acton	3,037	4,205	4,295	6,900
Esquesing	3,665	6,191	6,885	7,600
Nassagaweya	1,890	2,312	2,594	3,000
Total	41,727	117,135	134,700	314,500
% Increase Over 1951		180.7%	222.8%	653.7%

* The 1951 and 1959 figures are the totals for the municipalities of Oakville (Town) and Trafalgar Township amalgamated in 1962.
** The 1951 figures are the totals for the Town of Burlington and Nelson Township amalgamated in 1958.
[1] Source: 1951, 1961 and 1964 Annual Reports of Municipal Statistics, Department of Municipal Affairs.
[2] Source: Forecast figures supplied by the Department of Municipal Affairs and the Metro Toronto Planning Board.

total population had expanded to 134,700 by 1964, representing an increase of over 222 per cent.

It is significant that the substantial population increase which occurred in the Area during this period has not been spread uniformly throughout all municipal jurisdictions. Thus, in the County of Peel population growth has been confined almost entirely to five of the ten municipalities located within the County, namely: Toronto Township, the Town of Brampton, the Township of Chinguacousy (occasioned entirely by the Bramalea development in the southern part of the Township), the Town of Streetsville and The Town of Port Credit.

Population growth in the County of Halton has likewise been confined to only two of its seven municipalities—the Towns of Oakville and Burlington—although the smaller towns of Georgetown, Milton and Acton have also experienced some growth but not on the same scale as the former.

An analysis of the population data for the Area also reveals that

- in the County of Peel the 1964 population of 76,066 of one municipality—the Township of Toronto—exceeds by a substantial margin the total population of the entire County in 1951 which was 47,608;
- in the County of Halton the 1964 population of two towns—Burlington with 54,864 and Oakville with 48,523—each exceeds the entire population of the County in 1951 of 41,727.

In the County of Halton two municipal units, namely, the Towns of Oakville and Burlington, accounted in 1964 for approximately 76.8 per cent of the total county population. Similarly in the same year in the County of Peel the Municipalities of the Town of Brampton and Toronto Township accounted for approximately 74.6 per cent of the total population of the county. It will be noted that the municipalities with the highest concentration of population border on Lake Ontario. These are the Towns of Burlington and Oakville and the Township of Toronto. In addition, the Town of Port Credit is also located on Lake Ontario.

Most of the population of the two counties is contained in an urban band stretching along Lake Ontario from the boundary of Metropolitan Toronto to the boundary of the County of Wentworth and extending northward just beyond the Queen Elizabeth Highway. The three dominant municipalities in terms of population, i.e., Burlington, Oakville and Toronto Township, still have considerable areas of undeveloped land. In fact, in each of these municipalities there is more land still in an agricultural or unoccupied category than has been developed to date.

In the northern sections of each county there are also substantial areas where development has remained essentially rural or agricultural in character and the basic form of municipal organization is the township. Thus, in the County of Halton the townships of Nassagaweya and Esquesing embrace large areas where development is still essentially rural. However, there is located within these townships but separated as municipal units, the small urban towns

of Milton, Acton and Georgetown. The Town of Milton is really part of this area and is located at the northern boundary of the Town of Oakville and the southern boundary of the Township of Esquesing.

A similar situation is revealed in the northern area of Peel County where the Townships of Chinguacousy, Caledon, Albion and Toronto Gore include large tracts of land that are still essentially rural and agricultural in character. The only exception is in the southern part of Chinguacousy adjacent to the Town of Brampton which has in recent years been subject to development. In this northern area of Peel County there are also two small pockets of urban-type development in the Villages of Caledon East and Bolton.

Population forecasts to 1980 indicate that substantial growth will continue and will be confined largely to the southern municipalities which have to date experienced a substantial rate of growth. To a large extent the concentration of urbanization to these municipalities reflects the logic of the economics of basic municipal services such as water supply and sewage disposal, the installation of which should follow an orderly extension northward from Lake Ontario.

Table II includes population forecasts to 1980 for all municipalities within the Area. An examination of these reveals that

- the total population of the County of Peel will expand to approximately 362,400 and will be confined largely to the Township of Toronto, the Town of Brampton and the Township of Chinguacousy;
- the Townships of Toronto and Chinguacousy and the Town of Brampton will account for approximately 329,300 or 90.9 per cent of the total forecast population of the County of Peel;
- the total population of the County of Halton will expand to approximately 314,500 and will be concentrated almost entirely to the Towns of Burlington and Oakville;
- the Towns of Oakville and Burlington will account for approximately 266,400 or 84.7 per cent of the forecasted population of the County of Halton;
- the population of these two counties constituting the Area is expected to reach a total of 676,900 of which approximately 595,700 or 88.0 per cent will be located within five municipalities—the Towns of Oakville and Burlington in the County of Halton and the Town of Brampton and the Townships of Toronto and Chinguacousy in the County of Peel.

Property Assessment

Another measure of the scale of growth and development of each municipality in the Area can be obtained from municipal property assessment data. Inasmuch as the assessed value of taxable real property constitutes the tax base from which municipal governments still obtain the largest proportion of their revenue, the expansion of this assessment provides an indication of the scale of development in each municipality. Assessment data for each of the municipalities in the Area is therefore set out on Table III.[1]

TABLE III

ASSESSMENT OF MUNICIPAL UNITS IN THE PEEL-HALTON AREA[1]

	1951[2]	1959[3]	1964[3]
County of Peel			
Brampton	$ 8,074,512	$ 20,311,633	$ 43,404,905
Port Credit	2,633,427	11,503,672	15,927,565
Streetsville	859,466	5,429,125	8,611,980
Toronto Twp.	11,653,000	110,591,989	157,419,415
Toronto Gore	1,318,225	1,367,272	1,622,460
Albion	1,502,630	3,342,608	4,333,540
Chinguacousy	4,865,554	8,643,129	19,785,020
Caledon	2,507,236	3,951,494	4,947,360
Caledon East	—	463,173	529,265
Bolton	650,545	1,841,919	2,405,685
Total	$34,064,595	$167,446,014	$258,987,195
County of Halton			
Oakville*	$11,707,348	$ 74,758,480	$118,009,060
Burlington**	13,017,002	71,261,627	102,485,835
Georgetown	3,379,200	10,218,725	15,393,710
Milton	2,087,815	6,419,675	8,956,080
Acton	2,124,171	5,119,475	6,846,045
Esquesing	2,420,637	5,986,242	9,708,375
Nassagaweya	1,877,685	2,305,002	4,366,435
Total	$36,613,858	$176,069,226	$265,765,540

* The 1951 and 1959 figures are the totals for the municipalities of Oakville (Town) and Trafalgar Township amalgamated in 1962.
** The 1951 figures are the totals for the Town of Burlington and Nelson Township amalgamated in 1958.
[1] Assessment data equalized for years 1959 and 1964.
[2] Source: 1951 Annual Report of Municipal Statistics, Department of Municipal Affairs.
[3] Source: Files of Assessment Branch, Department of Municipal Affairs. See also Peel-Halton Local Government Review Data Book, January 1966, pp. A1-A19, for breakdown of assessment data.

[1]For comparative purposes assessment data has been established on an equalized basis pursuant to an equalization formula utilized by the Department of Municipal Affairs.

A review of the data contained in Table III reveals that the expansion of municipal assessment has been most marked in the municipalities experiencing significant population growth. For example, these data reveal that

- 77.5 per cent of the total assessment of $258,987,195 of the County of Peel was contained in the Township of Toronto and the Town of Brampton; and
- 83.0 per cent of the total assessment of $265,765,540 of the County of Halton was concentrated in the towns of Burlington and Oakville.

Orientation of the Area

An Area such as this, reflecting as it does substantial continuing urban development and resulting in a steady conversion of land use from rural or agricultural purposes, might easily be considered as being metropolitan in character. This designation is indeed sometimes used by individuals in the Area. However, close examination reveals that it is doubtful that the Area can properly be designated as being metropolitan in character at present although it is commencing to exhibit some of the characteristics usually associated with a metropolitan area.

A commonly accepted definition of a metropolitan area is that set out by the United States Bureau of the Census for a Standard Metropolitan Statistical Area (SMSA):

> "A county or group of contiguous counties which contains at least one city of 50,000 inhabitants or more, or "twin cities" with a combined population of at least 50,000. In addition to the county or counties containing such a city or cities, contiguous counties are included in a SMSA if, according to certain criteria, they are essentially metropolitan in character and are socially and economically integrated with the central city. The criteria of metropolitan character relates primarily to the attributes of the outlying county as a place of work or as a home for a concentration of non-agricultural workers."

Other attempts to define a metropolitan area have resulted in an emphasis on similar criteria. Thus, for example, metropolitan areas have been defined as being "made up of one or more central cities and an amorphous group of suburbs beyond the central city limits

which include cities, towns, villages and rural and semi-rural areas within the same or adjacent county."[1]

The critical factor in the Area is the lack of a central core city which provides the economic motivation for population dispersal outward or is the pivotal centre to which the outlying suburbs are attracted for major economic, social and cultural opportunities. In this connection it has been suggested by some that the municipalities in the Area are primarily dormitory communities for both Metropolitan Toronto and the metropolitan Hamilton areas. It follows from this contention that the residents of municipalities in the Area are employed, in the main, in the metropolitan areas to the east and west. There is some evidence to suggest that this is a major over-simplification of the nature of the Area.

While it is not completely divorced from interdependence with Metropolitan Toronto and the City of Hamilton, there would appear to be a decided movement towards a greater number of people living and working within the Area than might be imagined by many observers. This conclusion has been arrived at as the result of an analysis of traffic movement data made available to the Review and which was collected in connection with the Metropolitan Toronto and Region Transportation Study. The data was obtained from a home-interview survey covering a typical twenty-four hour period of the origin and destination of person movements from home to places of employment within and without the Area. The results of this survey are set out on Tables IV-A and IV-B.

TABLE IV-A

A. ORIGIN AND DESTINATION OF PERSON MOVEMENTS FROM HOME TO PLACE OF EMPLOYMENT[1]

Origin	Oakville	Burlington	North	Toronto Twp.	East of the Area	West of the Area	Central Peel
Oakville	63.1%	6.1%	3.0%	6.2%	16.1%	5.2%	.3%
Burlington	6.8%	48.1%	1.6%	.6%	3.4%	39.3%	.2%
Toronto Twp.*	3.7%	.5%	1.9%	37.7%	51.6%	1.3%	3.3%
Central Peel**	.4%	.1%	9.9%	6.8%	18.4%	.3%	64.1%
North	4.0%	2.0%	59.8%	5.7%	12.9%	2.8%	12.8%

1 Compiled from a tabulation prepared by Traffic Research Corporation Limited for Peel-Halton Local Government Review and based on data obtained in a Home-Interview Survey undertaken in 1964 for Metropolitan Toronto Planning Board and the Metropolitan Toronto and Region Transportation Study. Basic data obtained in the Home-Interview Survey covered a 24-hour period.
* Includes the municipalities of Streetsville, Port Credit and Toronto Township.
** Includes the municipality of Brampton and the Bramalea community of the Township of Chinguacousy.

[1]Advisory Commission on Intergovernmental Relations: *Metropolitan Social and Economic Disparities; Implications for Intergovernmental Relations in Central Cities and Suburbs.* Washington. January 1965. p. 1.

TABLE IV-B

B. ORIGIN AND DESTINATION OF PERSON MOVEMENTS FROM HOME TO PLACE OF EMPLOYMENT[1]

Origin	Oakville	Burlington	North	Toronto Twp.	East of the Area	West of the Area
Oakville	63.1%	6.1%	3.0%	6.5%	16.1%	5.2%
Burlington	6.8%	48.1%	1.6%	.8%	3.4%	39.3%
North*	4.0%	2.0%	59.8%	18.5%	12.9%	2.8%
Toronto Twp.**	2.5%	.3%	4.7%	51.2%	40.3%	1.0%

1 Compiled from a tabulation prepared by Traffic Research Corporation Limited for Peel-Halton Local Government Review and based on data obtained in a Home-Interview Survey undertaken in 1964 for Metropolitan Toronto Planning Board and the Metropolitan Toronto and Region Transportation Study. Basic data obtained in the Home-Interview Survey covered a 24-hour period
* Includes the municipalities of Georgetown, Milton, Acton, Bolton, Caledon East, Esquesing, Nassagaweya, Caledon, Toronto Gore, Albion and the remainder of Chinguacousy.
** Includes the municipalities of Brampton, Streetsville, Port Credit, Toronto Township and the Bramalea community in the Township of Chinguacousy.

It will be noted that in Toronto Township the total number of persons travelling to a place of employment to the east in Metropolitan Toronto represents 51.6 per cent of the total of all movements originating in Toronto Township. Contrasted to this is the fact that 37.7 per cent of the persons in Toronto Township also have their place of employment in that municipality. Of the remaining 10.7 per cent of the persons covered in the survey, 9.4 per cent have their places of employment in a municipality within the Area. In other words, 47.1 per cent of the persons covered in the survey have their places of employment within the Area. It is highly probable that this percentage will increase in the future with the expansion of industry in Toronto Township, Oakville and Brampton-Bramalea.

An even greater proportion of the residents of the Central Peel Area, which includes the Town of Brampton and the Bramalea community of the Township of Chinguacousy have their place of employment within the Area. In fact, 64.1 per cent of these persons are employed within the Central Peel Area and another 17.2 per cent are employed in the municipalities within the Area. Only 18.4 per cent must travel eastward to Metropolitan Toronto for their place of employment.

When the data for Toronto Township and Central Peel is consolidated, as has been done in Table IV-B, it will be noted that 51.2 per cent of the persons employed travel to places of employment within the Toronto Township and Central Peel area and only 40.3 per cent of the total must travel to the east of the Area to Metropolitan Toronto. The remainder have their places of employment

in municipalities within the Area except for one per cent employed west of the Area.

The Town of Oakville, which is situated roughly in the centre of the southern part of the Area and hemmed in by Toronto Township on the one side and by the Town of Burlington on the other, appears to be oriented even more strongly towards the Area. For example, 63.1 per cent of the persons living in Oakville and covered in the survey have their place of employment within the Town of Oakville. Only 16.1 per cent travel eastward to Metropolitan Toronto and 5.2 per cent westward to the Hamilton area for their places of employment. The remainder are employed in municipalities within the Area.

The Town of Burlington, located closest to the Hamilton area, has a large percentage of its people employed within the Area. 48.1 per cent of the residents of Burlington covered in the survey have their places of employment within the Town of Burlington, while an additional 9.2 per cent were employed in other municipalities within the Area. Only 39.3 per cent of the residents of Burlington were required to travel west of the Area to Hamilton for their places of employment.

A much clearer picture of self-sufficiency in terms of the home-employment relationship is presented by the municipalities in the northern sections of both counties. In the northern section of the Area it will be noted that 59.8 per cent of the persons employed and covered in the survey had their place of employment located in a northern municipality. 12.9 per cent travelled east to Metropolitan Toronto for their place of employment and 2.8 per cent westward to Hamilton. The remainder had their place of employment in southern municipalities within the Area. In other words, 84.3 per cent of the residents of the northern municipalities were employed within the Area and the largest proportion of these were employed in places located in northern municipalities.

There are indications that the trend toward an increasing relationship between home and places of employment within the Area will continue in the years ahead. For example, a review of inter-municipal movements between home and places of employment carried out by the Department of Highways indicates that on the basis of projections by 1985 approximately 74.3 per cent of the traffic movements from home to places of employment originating in the Town of Burlington will be within the Area. Work move-

ments originating in the Town of Burlington will likely be dispersed as follows:

Burlington	51.3 per cent
Oakville	17.9 per cent
Toronto Township	5.1 per cent
Metropolitan Toronto	2.6 per cent
Hamilton	23.1 per cent

Projections of intermunicipal movements originating in the Town of Oakville reveal the possibility of an even greater concentration of the relationship between home and places of employment within the Area. For example, it is estimated that by 1985 87.5 per cent of the work movements originating in the Town of Oakville will be to municipalities within the Area and 60.4 per cent of these will be within the Town of Oakville. The estimated dispersal of movements from home to place of employment originating in the Town of Oakville to municipalities is as follows:

Town of Oakville	60.4 per cent
Toronto Township	20.8 per cent
Town of Burlington	6.3 per cent
Metropolitan Toronto	8.3 per cent
Hamilton Area	4.2 per cent

This analysis of traffic movements provides a more objective picture of the relationship between home and place of employment than has hitherto been available. Moreover, it suggests that the principal characteristics of the Area, both existing and emerging, include the following:

(a) A growing interdependence between the urban municipalities in the southern parts of both counties in terms of the relationship between where people live and are employed;

(b) A fairly clear indication that this southern part of the Area is developing an economic orientation of its own which is also lessening its dependence on the metropolitan centres to the east and west; and

(c) A strong tendency for the lines of communication and transportation to run east and west within the Area with a very much lesser trend toward any such lines running south to north.

CHAPTER II

MUNICIPAL SERVICES

The extent and scale of the services provided by each municipality in the Area varies considerably. These variations in the level of services provided reflect the differences in the type of development which has occurred in each municipality. The more urbanized the jurisdiction the greater is likely to be the range of services provided, while a municipality which has retained its rural or agricultural character has less demand for a scale of services similar to that expected in an urban area.

As the intensity of development in each municipality varies considerably it becomes difficult to measure with precision. Much depends on the total area confined within the municipal boundaries. Thus, in the municipalities which reflect the most intensive urban development the area within the municipal limits may be so extensive that when population is related to area to ascertain density the resulting figures become somewhat meaningless.

Table V, p. 14, shows the acreage and the road and street mileage for each municipality in the Area and these data have been related to population. It will be noted that in the County of Peel, for example, that the Towns of Brampton, Port Credit, and Streetsville reflect the highest intensity of urban development when measured in terms of population per acre and population per mile of road or street. The Township of Toronto, on the other hand, which has the largest population of any municipality in the Area, reveals a less intensive development when measured in these terms. However, this simply reflects the fact that there still remains a very substantial area in the Township of Toronto which has still not been developed.

It will also be appreciated from a review of Table V that the Townships of Toronto Gore, Albion and Caledon all in Peel County, and the Townships of Esquesing and Nassagaweya in Halton County reflect a relatively low ratio of population to area. Save for the Bramalea portion of the Township of Chinguacousy and the Village of Bolton in the County of Peel and the Towns of Milton, Acton and Georgetown in the County of Halton this northern area has experienced little in the way of development. The primary land uses have been agriculture and some recreation.

The Towns of Burlington and Oakville in Halton County indicate a situation similar to that of Toronto Township and the Bramalea portion of the Township of Chinguacousy. These are the municipalities where population growth has been concentrated with large areas in each jurisdiction still to be developed. Hence, the relationship indicated of population to area does not truly reflect the concentration of development.

TABLE V

AREA, ROAD AND STREET MILEAGE OF THE AREA

	Population[1]	Area in Acres[2]	Population Per Acre	Road and Street Mileage[2]	Population per Mile of Road
County of Peel					
Brampton	29,634	5,433	5.45	64	464.03
Port Credit	7,301	666	10.98	16	456.88
Streetsville	5,697	1,069	5.33	15	379.80
Toronto Twp.	76,066	69,272	1.10	384	198.09
Toronto Gore	1,177	15,410	.08	40	29.43
Albion	3,400	57,410	.06	154	22.08
Chinguacousy	11,691	75,954	.15	232	50.39
Caledon	3,929	74,460	.05	186	21.12
Caledcn East	633	400	1.58	3	211.00
Bolton	2,075	660	3.14	10	207.50
Total	141,603	300,734	.47	1,104	128.27
County of Halton					
Oakville	48,523	66,109	.73	385	126.03
Burlington	54,864	53,750	1.02	284	193.18
Georgetown	11,374	2,850	3.99	46	247.26
Milton	6,165	1,033	5.97	18	342.50
Acton	4,295	972	4.42	14	306.79
Esquesing	6,885	66,071	.10	185	37.22
Nassagaweya	2,594	46,080	.06	140	18.53
Total	134,700	236,865	.57	1,072	125.65

[1] Source: 1964 Annual Report of Municipal Statistics, Department of Municipal Affairs.
[2] Source: 1963 Municipal Directory, Department of Municipal Affairs.

The smaller towns, i.e., Port Credit and Streetsville in Peel County, and Georgetown, Milton and Acton in Halton County, reflect a fairly high ratio of population to area. This stems from the fact that the area of these towns is relatively small and has to a large extent been built up, thus revealing a higher ratio of population to area.

Municipalities within the Area can be divided into three types each of which reflects a different phase of development. These are summarized as follows:

A. Key Development Areas—High Urban Concentration

In this category must be included the Town of Brampton, the Township of Toronto, part of the Township of Chinguacousy (the lands owned by Bramalea Consolidated Developments Ltd), the Town of Burlington and the Town of Oakville.

B. Limited Development Areas

The Towns of Port Credit, Streetsville, Milton, Acton, and Georgetown have little land left for development. Possibility exists for development which under present conditions must be largely confined to vertical or high-rise apartments.

C. Non-development—Rural or Agricultural

The municipalities which to date have remained essentially rural or agricultural in character include the following: the Townships of Caledon, Chinguacousy (that part of the Township which is not in the Bramalea Development area), Toronto Gore, Esquesing, Nassagaweya, and Albion.

The pressure for the expansion of a full range of municipal services has occurred largely in the municipalities included in Type A and it is in these municipalities that such pressure is likely to continue.

Water and Sewer Services

Most of the municipalities in Type A have their basic services of water and sewerage linked to Lake Ontario, the only exception being that part of the Township of Chinguacousy in which the Bramalea Development has taken place and the expansion of the Town of Brampton. (See Map No. 4 for detailed location of water and sewage treatment facilities.)

With the exception of the Town of Port Credit the municipalities listed in Type B are dependent for their water supply on ground water services, e.g. deep wells or local streams. They are not linked to Lake Ontario for water supply. Similarly, with respect to sewage disposal these municipalities, with the exception of the Town of Port Credit, have facilities which discharge into streams and for any rapid urban expansion in the future will undoubtedly have to be linked to Lake Ontario for sewage disposal.

The municipalities included in Type C have not yet required municipally-operated water and sewage systems and will not likely require such systems so long as the nature of their development continues to be rural and agricultural in character.

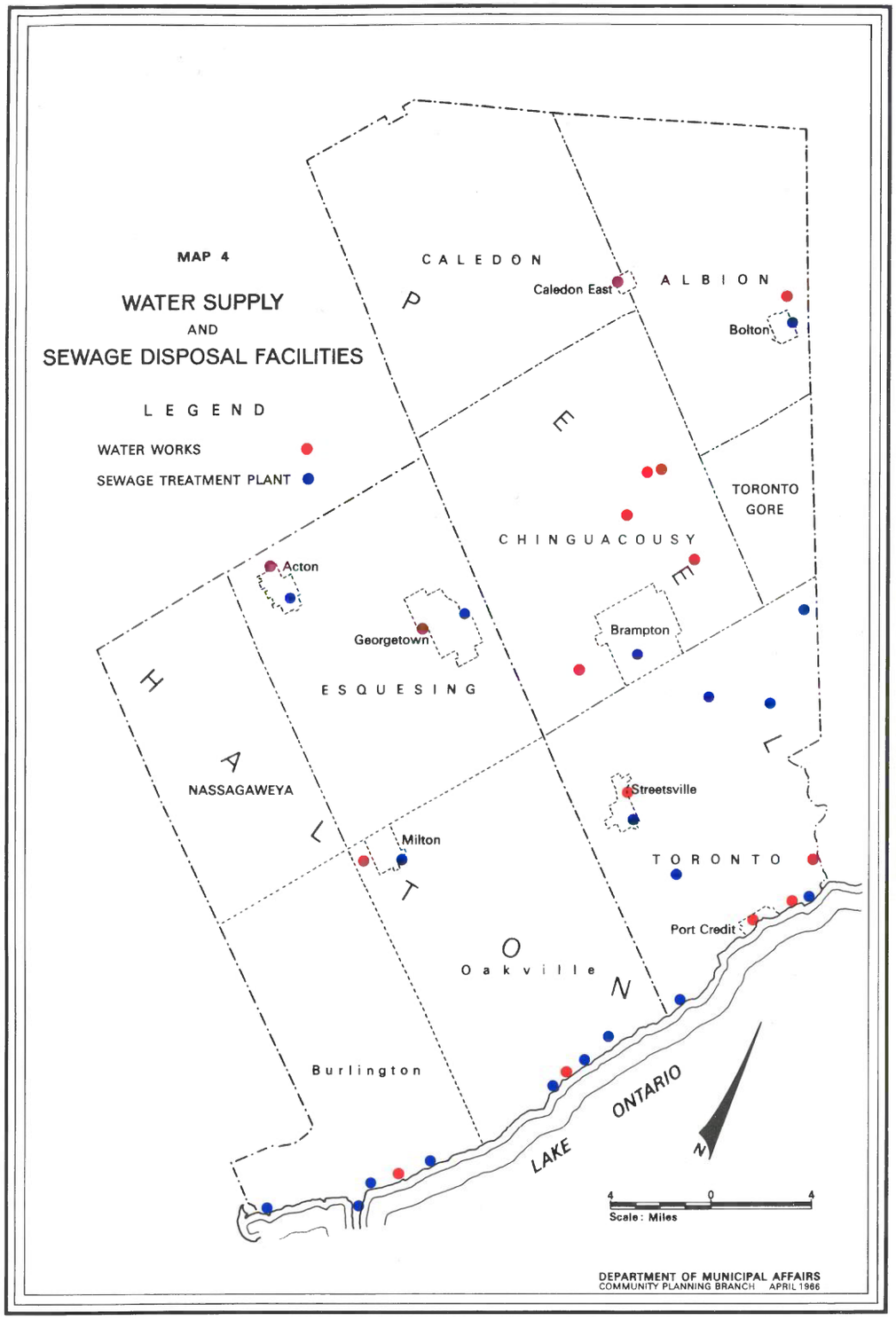
Until recently the Town of Brampton has suffered from an acute shortage of water as the existing ground water supply did not prove dependable. Faced with this situation and the very considerable population in the Town who require an adequate supply of water arrangements are currently being made whereby Brampton will obtain water from the Township of Toronto. The water supply of the latter municipality is obtained from Lake Ontario.

The Town of Brampton and the Township of Chinguacousy[1] have shared in the cost of constructing and operating a joint sewage treatment plant, the capacity of which has almost been reached. It is not likely that any new plant or addition to the existing plant will be permitted by the appropriate provincial authorities to continue discharging effluent into a local watercourse as has been the case in the past. The population expansion in Brampton and Bramalea has reached such proportions that effective sewage treatment requires direct access to Lake Ontario.

No doubt this condition led the Ontario Water Resources Commission to develop a programme for meeting the water supply and sewage works requirements of the southern Peel County area which included the following municipalities:

Town of Brampton
Town of Port Credit
Town of Streetsville
Southern portion of the Township of Chinguacousy
Township of Toronto

[1]To serve the Bramalea development only and not the entire Township of Chinguacousy.



Also included was a small section of the Town of Oakville within the watershed of Etobicoke Creek.

The Commission announced[1] the outline of a comprehensive programme in August 1965 which would be undertaken in three stages over a period of twenty years at an estimated total cost as follows:

Water Works	$38,745,000
Sewage Works	28,360,000
	$67,105,000

An important aim of the programme is the eventual abandonment of inland or upstream sewage treatment facilities. The programme envisages the construction of filtration plants, reservoirs and principal mains for water supply and major collector sewers and treatment facilities. Facilities for water distribution and sewage collection are not included in the foregoing estimates. At the time of writing there has not been any further announcement with respect to the commencement of this programme or if agreements have been concluded with the municipalities involved.

That it was necessary to develop such a programme serves to illustrate the fact that, in general, water supply and sewage treatment requirements cannot be planned, designed or constructed solely to meet requirements within the boundary limits of a single municipality in the Area. Topography and the natural watersheds have a habit of ignoring municipal boundaries. These are factors which cannot be overlooked if water supply and sewage treatment facilities are to be planned and designed with regard for economy and efficiency.

The example provided in southern Peel emphasizes the intermunicipal character of water supply and sewage disposal services. While a similar situation has not yet occurred in the County of Halton it is within the realm of possibility that it could in the future.

Recreation and Community Services

Community services, in municipal accounting parlance, include public libraries, arenas, and public parks. These services together with the provision of recreational facilities constitute an increasingly

[1]Press release of August 1965 entitled "Programme for Meeting the Water Supply and Sewage Works Requirements of the Southern Peel County Area" (Ontario Water Resources Commission).

important area of service responsibility for municipalities. Citizen demand for such services increase substantially as population expands. Thus, the small municipality with relatively little in the way of population growth may only be expected to support, for example, a small park or a skating rink. However, with urbanization the pressure for additional facilities increases. There is, for example, the cry not only for more parks but the administration of recreational programmes. Subsequently, there will be demands for increased cultural opportunities, e.g. expansion of library facilities, auditorium, etc.

An examination of Table VI, p. 19, which sets out the expenditures on these services by municipalities in the Area when grouped in terms of type of development potential produces the following results:

	Average Per Cent of Total Municipal Expenditure – 1964[1]
A. "Key Development Areas"	9.1
B. "Limited Development Areas"	6.6
C. "Non-Development Areas"	2.3

It can therefore be concluded that to a considerable extent municipal expenditures on recreation and community services reflect the demands of the development stage of the municipalities in the Area.

Public Welfare

Municipal responsibilities for public welfare include the provision of child welfare services, relief assistance and institutional care and homes for the aged. Expenditures by the Area municipalities on these services do not appear to be onerous even when expressed in gross terms as indicated on Table VII, p. 20. It is only in the municipalities in the "Key Development Areas" that expenditures are of an order that would justify the employment of a full-time staff person for the administration of public welfare services. The expenditures indicated in this Table do not really reflect the actual burden in as much as a considerable proportion of these expenditures are offset by provincial grants.

In addition to the responsibilities of local municipalities for public welfare services each of the counties also has responsibilities in this field. County public welfare services include the provision of

[1]Total municipal expenditure excludes education.

TABLE VI

MUNICIPAL EXPENDITURES ON RECREATION AND COMMUNITY SERVICES BY AREA MUNICIPALITIES—1959 AND 1964[1]

Municipality	1964 Population	1959 Amount	1959 Per $1000 of Equalized Taxable Assessment	1959 % of Total Expenditures[2]	1964 Amount	1964 Per $1000 of Equalized Taxable Assessment	1964 % of Total Expenditures[2]
Toronto Twp.	76,066	$266,851	$2.41	5.0	$ 659,038	$4.19	7.1
Burlington	54,864	162,341	2.28	5.3	523,517	5.11	9.1
Oakville	48,523	245,878	3.29	6.5	405,722	3.44	7.4
Brampton	29,634	83,986	4.13	7.6	171,894	3.96	8.3
Chinguacousy	11,691	25,849	2.99	8.3	124,515	6.29	13.6
Georgetown	11,374	46,034	4.50	7.2	58,194	3.78	4.9
Port Credit	7,301	26,179	2.28	5.0	49,777	3.13	7.0
Esquesing	6,885	4,853	.81	2.6	9,539	.98	3.7
Milton	6,165	14,550	2.27	3.9	46,301	5.17	9.6
Streetsville	5,697	13,472	2.48	4.8	16,527	1.92	4.3
Acton	4,295	21,268	4.15	6.7	30,057	4.39	7.5
Caledon	3,929	3,545	.90	2.0	4,581	.93	2.3
Albion	3,400	3,909	1.17	2.0	3,833	.88	2.3
Nassagaweya	2,594	2,346	1.02	3.2	3,958	.91	2.5
Bolton	2,075	2,442	1.33	2.4	1,517	.63	1.1
Toronto Gore	1,177	1,207	.88	2.5	375	.23	.8
Caledon East	663	928	2.00	6.0	997	1.88	3.5
Area Totals and Averages	276,333	$925,638	$2.69	5.7	$2,110,342	$4.02	7.7

[1] Includes public libraries, arenas and parks.
[2] Total does not include expenditures on education.
Source: *Peel-Halton Local Government Review Data.* Toronto. Department of Municipal Affairs. January, 1966. p. G-19.

TABLE VII

MUNICIPAL EXPENDITURES ON PUBLIC WELFARE SERVICES
BY AREA MUNICIPALITIES—1959 AND 1964[1]

Municipality	1964 Population	1959 Amount	1959 Per $1000 of Equalized Taxable Assessment	1959 % of Total Expenditures[2]	1964 Amount	1964 Per $1000 of Equalized Taxable Assessment	1964 % of Total Expenditures[2]
Toronto Twp.	76,066	$ 48,802	$ .44	.9	$127,051	$ .81	1.4
Burlington	54,864	23,050	.32	.7	81,223	.79	1.4
Oakville	48,523	32,105	.43	.8	70,353	.60	1.3
Brampton	29,634	2,471	.12	.2	30,585	.70	1.5
Chinguacousy	11,691	5,636	.65	1.8	10,374	.52	1.1
Georgetown	11,374	2,042	.20	.3	25,051	1.63	2.1
Port Credit	7,301	7,639	.66	1.5	9,211	.58	1.3
Esquesing	6,885	10,737	1.79	5.8	14,352	1.48	5.6
Milton	6,165	6,497	1.01	1.7	12,088	1.35	2.5
Streetsville	5,697	588	.11	.2	5,301	.62	1.4
Acton	4,295	3,389	.66	1.1	9,702	1.42	2.4
Caledon	3,929	3,394	.86	1.9	8,667	1.75	4.3
Albion	3,400	1,391	.42	.7	2,123	.49	1.3
Nassagaweya	2,594	2,079	.90	2.8	3,801	.87	2.4
Bolton	2,075	2,126	1.15	2.1	2,606	1.08	1.8
Toronto Gore	1,177	247	.18	.5	775	.48	1.6
Caledon East	663	1,366	2.95	8.8	1,616	3.05	5.7
Area Totals and Averages	276,333	$153,559	$0.45	9	$414,879	$0.79	1.5

[1] Includes child welfare, relief assistance and institutional care and homes for the aged.
[2] Total does not include expenditures on education.
Source: *Peel-Halton Local Government Review Data.* Toronto. Department of Municipal Affairs. January, 1966. pp. G-17, G-18.

grants to children's aid societies, statutory payments to other societies for looking after Boards in the county, and the payment of hospitalization for indigent persons and for the burial of indigents.

An important factor which no doubt limits the requirements of welfare services in the area is that the need of such services is not as great as would occur in, for example, the City of Toronto. There is little to attract a transient population and a relatively low unemployment rate exists and these help to lower the incidence of welfare needs.

Sanitation and Waste Removal

The municipal services provided under this general heading include the operation of a sewage system, maintenance of garbage disposal facilities, garbage collection and street cleaning. As is the case with many other services, municipal outlays on sanitation and waste removal are influenced substantially by the scale of urbanization which has occurred within each municipality. It will be noted from an examination of Table VIII, p. 22, that the heaviest burden falls on municipalities in the "Key Development Areas" and the "Limited Development Areas" with a much lesser burden on municipalities which have been characterized as "Non-Development Areas" where the need for such services is almost non-existent.

Public Works

The term "public works" defines those services related to the construction of roads, the removal of snow and ice and the maintenance of necessary equipment. As every municipality, whether heavily urbanized or largely rural, must have a road system, actual expenditures do not tend to reflect any substantial differences as between urban and rural municipalities. In fact, the provision of public works services can sometimes be even more burdensome for a rural municipality which may have an extensive road system over a largely undeveloped area. Thus, for example, Table IX, p. 23, reveals expenditures per $1,000 of equalized taxable assessment which ranges from a low of $5.63 in the Town of Port Credit to $21.37 in the Township of Albion and $26.18 in the Town of Georgetown. Table IX-A, p. 24, indicates these expenditures per street mile for the year 1964.

TABLE VIII

MUNICIPAL EXPENDITURES ON SANITATION AND WASTE REMOVAL SERVICES BY AREA MUNICIPALITIES—1959 AND 1964[1]

Municipality	1964 Population	1959 Amount	1959 Per $1000 of Equalized Taxable Assessment	1959 % of Total Expenditures[2]	1964 Amount	1964 Per $1000 of Equalized Taxable Assessment	1964 % of Total Expenditures[2]
Toronto Twp.	76,066	$228,500*	$1.45	4.3	$ 578,480	$3.67	6.2
Burlington	54,864	168,157	2.36	5.4	437,362	4.27	7.6
Oakville	48,523	216,637	2.90	5.7	358,222	3.04	6.5
Brampton	29,634	28,678	1.41	2.6	76,028	1.75	3.7
Chinguacousy	11,691	431	.05	.1	51,856	2.62	5.7
Georgetown	11,374	32,351	3.17	5.0	87,723	5.70	7.3
Port Credit	7,301	44,204	3.84	8.5	112,634	7.07	15.9
Esquesing	6,885	646	.11	.4	2,628	.27	1.0
Milton	6,165	41,138	6.41	11.0	51,894	5.79	10.8
Streetsville	5,697	30,573	5.63	11.0	32,517	3.78	8.4
Acton	4,295	8,474	1.66	2.7	14,167	2.07	3.5
Caledon	3,929	424	.11	.2	1,657	.33	.8
Albion	3,400	—	—	—	—	—	—
Nassagaweya	2,594	2,083	.90	2.8	896	.21	.6
Bolton	2,075	7,350	3.99	7.2	15,803	6.57	11.0
Toronto Gore	1,177	—	—	—	255	.16	.5
Caledon East	663	—	—	—	—	—	—
Area Totals and Averages	276,333	$809,646	$2.35	5.0	$1,822,122	$3.47	6.6

[1] Includes sewage system, dump maintenance and street cleaning.
[2] Total does not include expenditures on education.
* Estimate only.
Source: *Peel-Halton Local Government Review Data.* Toronto. Department of Municipal Affairs. January, 1966. pp. G-13 and G-14.

TABLE IX

MUNICIPAL EXPENDITURES ON PUBLIC WORKS BY AREA MUNICIPALITIES—1959 AND 1964[1]

Municipality	1964 Population	1959 Amount	1959 Per $1000 of Equalized Taxable Assessment	1959 % of Total Expenditures[2]	1964 Amount	1964 Per $1000 of Equalized Taxable Assessment	1964 % of Total Expenditures[2]
Toronto Twp.	76,066	$1,469,266	$13.29	27.7	$1,840,008	$11.69	19.8
Burlington	54,864	723,984	10.16	23.4	1,095,038	10.68	19.0
Oakville	48,523	712,777	9.53	18.8	1,227,173	10.40	22.4
Brampton	29,634	299,245	14.73	27.2	403,200	9.29	19.6
Chinguacousy	11,691	153,734	17.79	49.6	305,004	15.42	33.4
Georgetown	11,374	140,413	13.74	21.9	402,951	26.18	33.7
Port Credit	7,301	67,985	5.91	13.0	89,750	5.63	12.7
Esquesing	6,885	101,357	16.93	55.2	102,955	10.61	39.8
Milton	6,165	57,792	9.00	15.4	52,718	5.89	11.0
Streetsville	5,697	46,474	8.56	16.7	55,045	6.39	14.3
Acton	4,295	50,897	9.94	16.1	51,490	7.52	12.8
Caledon	3,929	97,796	24.75	55.2	78,563	15.88	38.8
Albion	3,400	147,129	44.01	74.2	92,616	21.37	55.9
Nassagaweya	2,594	36,198	15.70	49.4	56,699	12.99	36.3
Bolton	2,075	18,033	9.79	17.8	23,353	9.71	16.3
Toronto Gore	1,177	30,231	22.11	63.8	25,910	15.97	52.1
Caledon East	663	5,529	11.94	35.6	3,580	6.77	12.6
Area Totals and Averages	276,333	$4,158,840	$12.11	25.5	$5,906,053	$11.25	21.4

[1] Includes maintenance and construction of roads, ice and snow removal and equipment maintenance.
[2] Total does not include expenditures on education.
Source: *Peel-Halton Local Government Review Data.* Toronto. Department of Municipal Affairs. January, 1966. pp. G-11 and G-12.

TABLE IX-A

EXPENDITURES ON PUBLIC WORKS PER MILE OF ROAD OR STREET BY AREA MUNICIPALITIES—1964

Municipality	Expenditure per Mile of Road and Street[1]
Toronto Twp.	$4,791.69
Burlington	3,855.77
Oakville	3,187.46
Brampton	6,300.00
Chinguacousy	1,314.67
Georgetown	8,759.80
Port Credit	5,609.38
Esquesing	556.51
Milton	2,928.78
Streetsville	3,669.67
Acton	3,677.86
Caledon	422.38
Albion	601.40
Nassagaweya	404.99
Bolton	2,335.30
Toronto Gore	647.75
Caledon East	1,193.33
Average of Municipal Expenditures Per Mile	$2,714.18

[1] Based on data contained in Tables V and IX.

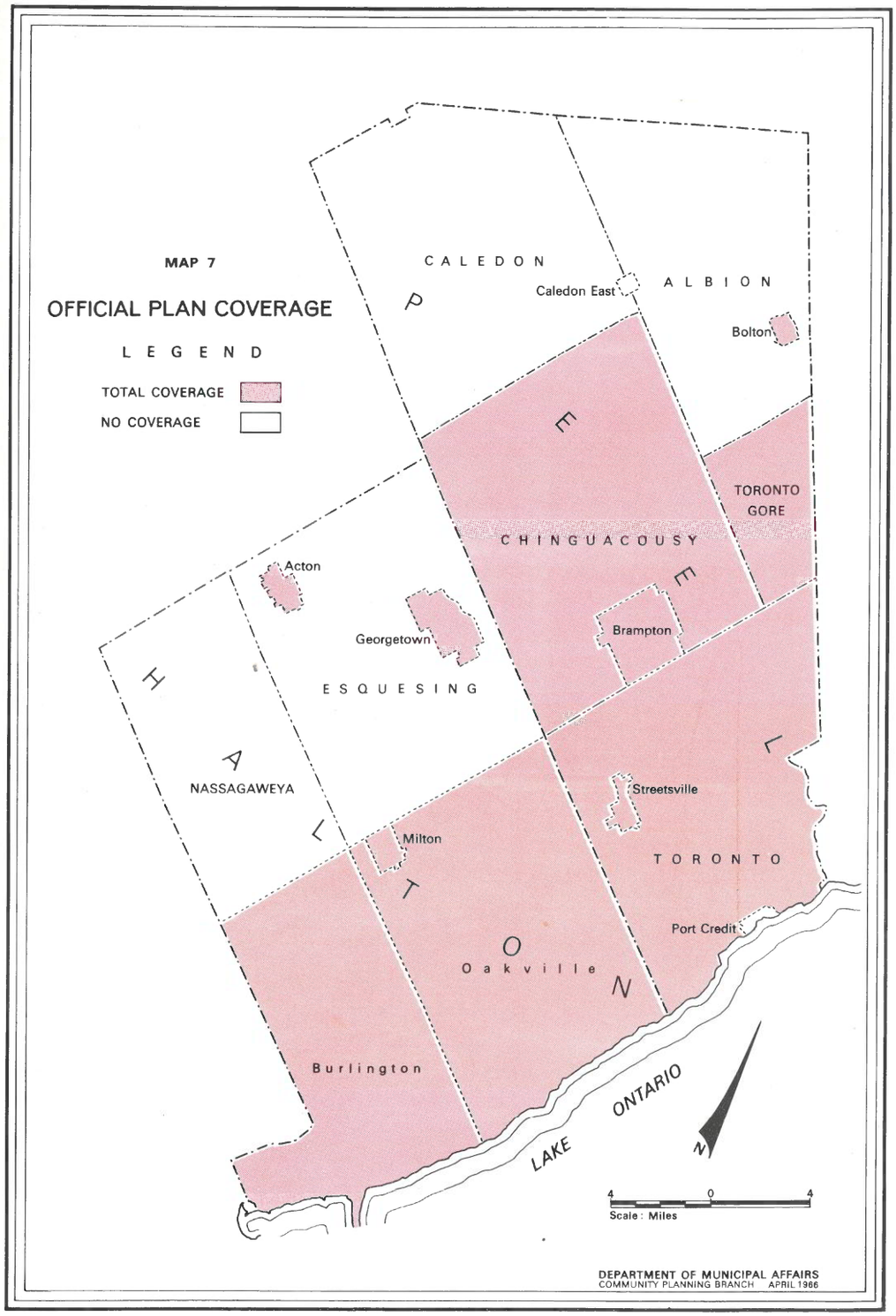
In addition to direct municipal expenditures on roads and associated services the counties in the Area also have responsibilities with respect to roads and these will be considered in a subsequent part of this Chapter.

Protection of Persons and Property

The general term "protection of persons and property" includes such services as police and fire protection, the administration of justice, and street lighting. The bulk of municipal expenditures listed under this heading is devoted to police and fire protection.

The nature of protective services, particularly police and fire services, is such that as the population of a municipality increases the demand for protection also increases, sometimes at a more than disproportionate rate.

Police and fire services manned by personnel employed on a full-time basis are maintained by all municipalities in the "Key Development Areas". While most municipalities in Type B maintain full-time police forces the majority of the fire services tend to



be manned by volunteers or a combination of a limited number of full-time firefighters supplemented by volunteers.

Many of the rural-oriented municipalities in Type C rely on contract arrangements with the Ontario Provincial Police for police services. Fire protection services are provided generally by volunteer forces. Firefighting equipment owned by some of the townships in Type C is, in some instances, maintained under agreement with one of the neighbouring towns. Thus, for example, the Township of Esquesing owns a fire truck which is located in the Town of Georgetown and shares the ownership of another with the Town of Milton. Similarly, the Township of Nassagaweya has fire protection agreements with the Towns of Milton and Acton.

An analysis of expenditures on services involving the protection of persons and property as set out in Table X, p. 26, reveals that such expenditures in 1964 when considered as a percentage of total municipal outlays represented approximately

- 15.4 per cent in the case of Type A municipalities in the "Key Development Areas";
- 11.9 per cent in the case of Type B municipalities in "Limited Development Areas";
- 5.2 per cent in the case of Type C municipalities in the "Non-Development Areas";

It can therefore be concluded that this expenditure pattern reflects the demands for protective services in accordance with the development categories of the municipalities in the Areas. As long as the development categories are preserved it is likely that these trends in expenditure will continue.

Planning

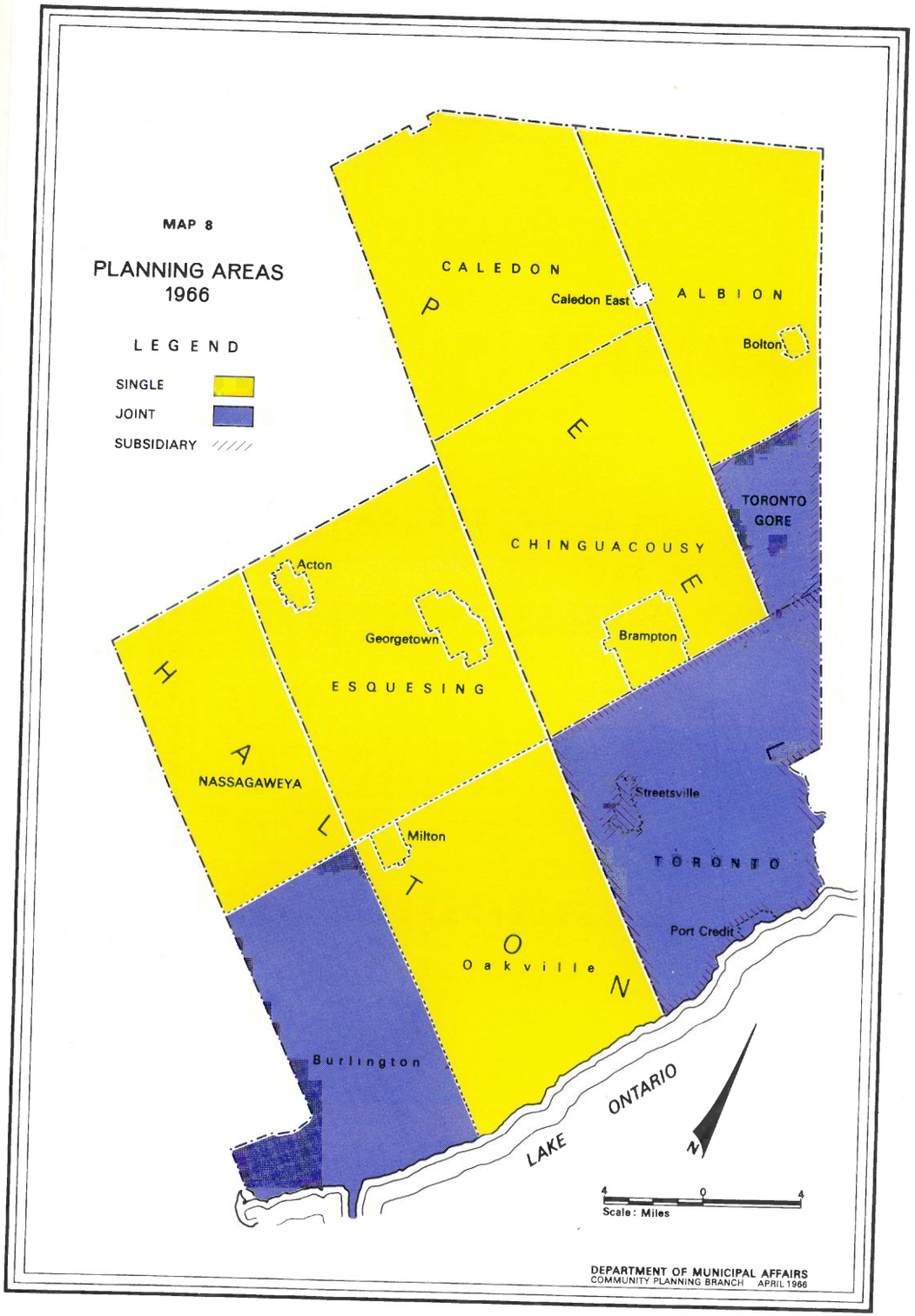
Map No. 7 indicates the municipalities in the Area which are covered by official plans. It will be noted that those with official plan coverage include all of the southern municipalities in both counties and some of the towns in the north. In most instances the boundaries of the individual municipalities constitute the planning areas. The only exception where there is a joint Planning Board is in the case of the Town of Burlington which is part of the Burlington and Suburban Area Board that includes some of Wentworth County. The Townships of Toronto and Toronto Gore and the Towns of Streetsville and Port Credit are included under the Metropolitan

TABLE X

MUNICIPAL EXPENDITURES ON PROTECTION OF PERSONS AND PROPERTY BY AREA MUNICIPALITIES—1959 AND 1964[1]

Municipality	1964 Population	1959 Amount	1959 Per $1000 of Equalized Taxable Assessment	1959 % of Total Expenditures[2]	1964 Amount	1964 Per $1000 of Equalized Taxable Assessment	1964 % of Total Expenditures[2]
Toronto Twp.	76,066	$ 796,124	$7.20	15.0	$1,666,578	$10.59	17.9
Burlington	54,864	448,920	6.30	14.5	759,706	7.41	13.2
Oakville	48,523	458,591	6.13	12.1	724,228	6.14	13.2
Brampton	29,634	138,228	6.81	12.6	364,603	8.40	17.7
Chinguacousy	11,691	7,922	.92	2.6	123,048	6.22	13.5
Georgetown	11,374	63,013	6.17	9.8	102,780	6.68	8.6
Port Credit	7,301	80,175	6.97	15.3	106,903	6.71	15.1
Esquesing	6,885	8,556	1.43	4.7	14,171	1.46	5.5
Milton	6,165	41,011	6.39	10.9	66,868	7.47	13.9
Streetsville	5,697	33,723	6.21	12.1	56,143	6.52	14.5
Acton	4,295	39,903	7.80	12.6	54,827	8.01	13.6
Caledon	3,929	7,245	1.83	4.1	10,805	2.18	5.3
Albion	3,400	3,545	1.06	1.8	9,380	2.16	5.7
Nassagaweya	2,594	4,991	2.17	6.8	6,886	1.58	4.4
Bolton	2,075	16,518	8.97	16.3	26,678	11.09	18.6
Toronto Gore	1,177	667	.49	1.4	1,850	1.14	3.7
Caledon East	663	3,041	6.57	19.6	6,079	11.49	12.9
Area Totals and Averages	276,333	$2,152,173	$6.26	13.2	$4,101,533	$ 7.82	14.9

[1] Includes police and fire protection, administration of justice and street lighting.
[2] Total does not include expenditures on education.
Source: *Peel-Halton Local Government Review Data.* Toronto. Department of Municipal Affairs. January, 1966. pp. G-9 and G-10.



Toronto Planning Board. Map No. 8 indicates the planning areas as these existed at the beginning of 1966.

Almost all of the municipalities in the Area have some form of zoning by-law and the extent of the coverage by zoning by-laws is set out in Map No. 9.

Thirteen out of seventeen municipalities in the Area have established Planning Boards although only four employ full-time professional planning staff. These are the Township of Toronto, the Towns of Burlington, Oakville and Brampton. A few of the municipalities without any full-time professional planning assistance retain consultants for this purpose. However, there are a few which are not provided with any professional planning assistance either by employed staff or through consulting services.

County Services

In addition to the services provided by the local municipalities, the Counties of Peel and Halton also discharge certain responsibilities for each county as a whole. For example, municipalities do not administer *public health services* directly. These are provided through the County Health Units established in each county.

In terms of expenditure outlays the most significant service rendered by counties is with respect to the maintenance and construction of *county roads.*

The counties also have responsibilities for the *administration of justice* and the *maintenance of jails.* Thus, each county constructs and maintains a county court house and is responsible for the salaries of certain personnel employed therein. Similarly, each county has responsibilities for the maintenance of a county jail and the payment of salaries of personnel associated with jail operations.

It should be noted that the present jail facilities in both counties were constructed in the last century and are now considered to be inadequate. Before this Review was started the County of Halton and the County of Wentworth to the west had been carrying on negotiations with a view to the construction of a regional detention centre. These negotiations fell through and the County of Halton began negotiating with the County of Peel. The breakdown of negotiations between the County of Halton and the County of Wentworth stemmed apparently from the inability of the County of Halton to reach any internal agreement with regard to an expendi-

ture commitment for the construction of a new jail. Negotiations with respect to the establishment of a joint regional detention centre to serve the two counties have been concluded.

It would appear that the Province of Ontario is assuming a more active role in the administration of jails. For example, under *The Regional Detention Centres Act*,[1] the councils of one or more counties can come together for the purposes of establishing a regional detention centre. However, the planning of such a centre and its design must have the approval of the Minister. The Department of Reform Institutions, which administers this Act, has divided the province into regions for the purpose of jails. While the Department has no direct control over jail personnel the Minister must appoint the Governor of the jail although he cannot dismiss him. The Department's control over jails is strengthened by the fact that under the Regional Detention Centres Act the Department can pay grants of 50 per cent of the capital cost of Regional Detention Centres which it approves.

The combination of a greater degree of intervention by the province in county jails and the growing feeling on the part of counties

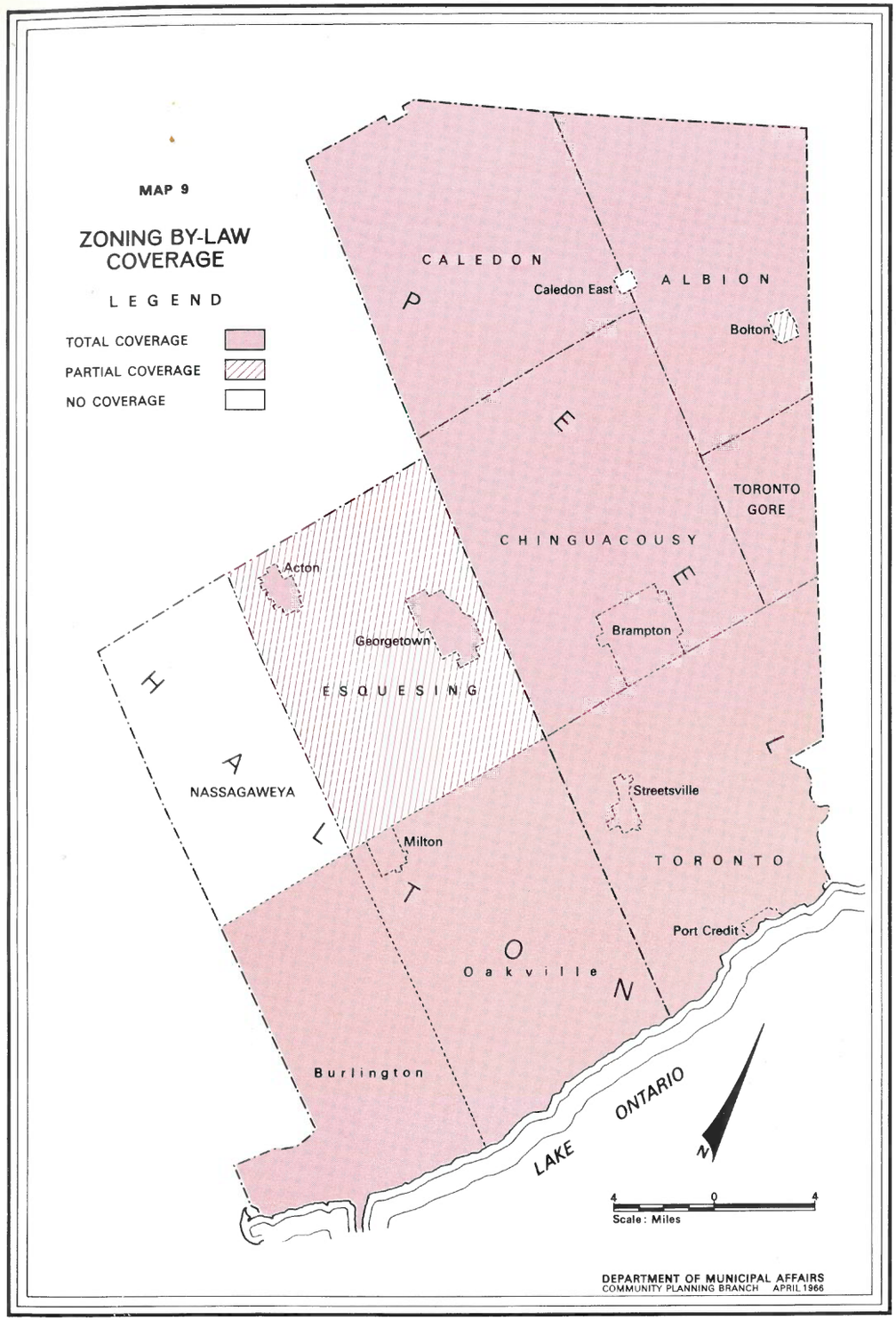
TABLE XI

COUNTY EXPENDITURES ON PRINCIPAL RESPONSIBILITIES—1964[(a)]

Responsibility or Service	County of Halton		County of Peel	
	Amount	% of total Expenditures	Amount	% of total Expenditures
I. Protection to Persons and Property (including administration of justice, jail and emergency measures organization)	$ 169,300	6.8%	$ 183,992	5.5%
II. Public Works (highway and bridges)	584,127	23.5%	1,547,372	45.9%
III. Public Welfare	275,325	11.1%	199,639	5.9%
IV. Health Unit	127,570	5.1%	109,621	3.2%
V. Debt Charges	566,438	22.8%	1,067,271	31.7%
VI. Capital Expenditures Provided from Revenue	496,598	20.0%	—	—
VII. Other County Expenditures	267,013	10.7%	263,275	7.8%
Total County Expenditures	$2,486,371	100.0%	$3,371,224	100.0%

(a) Source: 1964 Financial Statements—Counties of Peel and Halton.

[1] Statutes of Ontario, 1965, c. 115.



and their constituent municipalities that jails, or regional detention centres, are really not a legitimate local responsibility leads to the conclusion that responsibility for jails should be assumed completely by the province.

As has been indicated, the counties also have responsibilities in the field of *public welfare*. In the main these responsibilities involve the provision of payments to childrens' aid societies for the maintenance of foster homes and boarding homes, the hospitalization of indigents and the payment of grants to other societies for the care of wards of the county. In the field of public welfare the counties also provide institutional care in the form of homes for the aged.

Table XI, p. 28, sets out the principal expenditures of each of the two counties in the Area for the year 1964.

Conclusions

Some tentative conclusions can be drawn from this review of municipal services and responsibilities and these have been summarized as follows:

1. Existing Municipal Boundaries Inadequate for Certain Services

In the case of *water and sewerage services* it is clear that these cannot be efficiently and economically provided entirely within the limits of existing municipal boundaries. Some intermunicipal arrangements appear necessary.

It is also doubtful that effective *police protection services* can be developed entirely within the limits of each municipality. In the more urbanized areas particularly the requirements of effective police administration demand more specialized functions and the resources necessary to develop these will likely have to be spread over a wider area than any single municipality.

The requirements of effective *planning* indicate that it is at least questionable if these can be met within each individual municipal unit. From the point of view of resources some municipalities cannot evidently provide appropriate professional assistance. Moreover, it is doubtful whether the Area can be developed in a rational or orderly manner without the adoption of some larger planning area.

2. Development Pattern Needs to be Consolidated

The basic development pattern which can be observed consists, broadly speaking of two elements:

(a) Increasing urbanization in the municipalities located in the southern parts of both counties; and

(b) Rural or agricultural orientation of most of the municipalities in the northern sections of both counties.

The northern municipalities should retain their present character for some time in the future as it would be imprudent to permit any large-scale development in these municipalities. Urban development, with water and sewerage services based on Lake Ontario, must be confined to the southern municipalities. In these municipalities there is ample land available to permit development even at an accelerated pace for several decades. The consequences of permitting any large-scale development in the northern areas would be to make imperative Lake Ontario-based services in defiance of their orderly progression from the south and at excessive cost.

It is necessary that the general lines of this basic development pattern in the area should be consolidated and maintained—at least until events dictate a continuing or changed course of action.

3. Re-allocation of Responsibilities

It may be questioned whether some of the services rendered by counties should continue to be regarded as responsibilities appropriate for local government financing and administration. The provision of facilities for jails and the administration of justice really involve little in the way of local decision-making responsibility. Moreover, these have a high degree of involvement on the part of such departments as those of the Attorney-General and Reform Institutions. The question of the desirability of re-allocating responsibilities for these functions is raised at this point but will be considered further in a subsequent section of this Report.

To this point the nature of the Area, its development pattern, and the trends of expenditure with respect to municipal services have been reviewed. It remains therefore to examine the governmental structure to ascertain its capacity for meeting the needs and requirements of the Area and this is dealt with in Chapter III.

CHAPTER III

THE STRUCTURE OF LOCAL GOVERNMENT

The structure of local government in the Area requires elaboration in order that it may be assessed in terms of its capacity for administering the services and responsibilities assigned and resolving the problems confronting the Area. The basic units of local government established in the Area are the town, the township, the village, and the county. Table I, p. 2, lists the various municipal units together with the number of council members for each municipality and their term of office.

These ten municipalities in the County of Peel elect a total of 66 council members and on the basis of population data for 1964 this would mean that overall there is one elected council member for each 2,145 persons. The basic structure differs slightly in the County of Halton where the seven municipalities elect a total of 61 members which on the basis of the 1964 population represents approximately one elected council member for each 2,208 persons. In addition to these incorporated municipal units there are five police villages in the County of Peel and two police villages in the County of Halton. These are unincorporated units of municipal government.

The foregoing figures represent an average basis assuming there was proportionate representation throughout each county. In actual practice there is a substantial variation in representation between each municipality. Thus, for example, each member of council

represents the number of persons indicated below in a sample of six municipalities:

Municipality	*Persons Represented Per Member of Council*
Caledon East	127
Bolton	415
Acton	477
Nassagaweya	519
Burlington	4,988
Toronto Twp.	8,452

The respective County Councils, i.e., Peel and Halton, are made up of representatives from each of the municipalities located within the county. The representatives on the County Council are Reeve and Deputy Reeve, where applicable, from each municipality. Thus, the Reeves and Deputy Reeves serve in a dual capacity as members of their local councils and also as a member of the County Council. The head of the County Council is known as the Warden and is elected annually from among the members of the County Council.

The Township

Of the 17 municipal units included in the two counties seven of these are designated as townships which are basically rural units of government. Despite rapid urbanization in some of the townships the form of government has not changed. As a consequence, one finds that the largest and most urbanized municipality in the Area, the Township of Toronto, still retains its rural form of government. Similarly, the Township of Chinguacousy, while in the main a rural area, contains within it a substantial urban development known as Bramalea.

The township had its origin in the latter part of the eighteenth century in Ontario as a method of laying out land. It was not intended to divide a district into equal parts but only to ensure that a township of ordinary size would be adjacent to those already surveyed.

From its early beginnings as a means of designating surveyed lands the township eventually became the basis for incorporation as a municipality. Thus, the adoption of *The Municipal Act in 1849* established townships as incorporated municipalities if they had more than 100 resident taxpayers. The township was conceived as a distinctly rural and farm oriented governmental unit. This con-

ception of the township still exists in the relevant legislation and there is little recognition of the fact that some townships have lost their rural character and are as urban as any town.

Provincial legislation tends to inhibit a change in status from township to a town or city in cases where the township has lost its rural characteristics. For example, certain categories of grants, particularly for the construction and maintenance of roads and bridges, provide a higher percentage of provincial assistance to a township than to a town or city. This is no doubt the reason that in Metropolitan Toronto such heavily urbanized townships as Scarborough, North York and Etobicoke have not sought town or city status and presumably this may be one of the reasons why the Township of Toronto has not yet acquired a change in status.

The County

The basic powers and responsibilities of the county were set out in the Act of 1849 and in the intervening 116 years these have not been altered substantially. While there have been modifications and amendments the original powers and responsibilities assigned to the county have not been changed although in some cases these have been extended.

The question of representation on the County Council has been a particular difficulty in recent years and from the point of view of the towns and other urbanized municipal units this has been a matter of some contention. The towns, villages and other urbanized municipal units have chafed at the fact that while they provide the bulk of county revenues they do not get anything like proportionate representation even though these units may represent by far the greatest proportion of the county's total population.

Illustrative of this is the County of Halton where the towns of Oakville and Burlington in 1964 accounted for approximately 76.8 per cent of the total county population. The County Council has fourteen members of which there are two from Burlington and two from Oakville making a total of four or approximately 28 per cent of the total membership. The fourteen members of the County Council have a total of 32 votes based on a formula which assigns a certain number of votes to each representative. Of this total Burlington has eight votes and Oakville eight votes for a total of sixteen, giving these two towns 50 per cent of the voting strength

of the County Council. However, on any basis of representation by population these two towns are still considerably under-represented.

A similar example exists in the County of Peel where the Town of Brampton and the Township of Toronto accounted for 74.6 per cent of the total population of the county in 1964. The County Council is composed of 21 members of which there are four from the Township of Toronto and three from the Town of Brampton. However, the total voting strength of the County Council is 41 and the Township of Toronto has twelve and the Town of Brampton seven votes for a combined total of nineteen. Thus, these two municipalities even though they account for three-quarters of the total population do not have 50 per cent of the voting strength on the County Council.

The present position in both Peel and Halton Counties is nevertheless an improvement brought about by special Acts[1] which increased the voting power of the urban units in both counties. Prior to the adoption of this legislation the urban units were much more under-represented than is presently the case.

The Police Village

The police village is a particular type of local governmental unit peculiar to the Province of Ontario. It was introduced in *The Municipal Act of 1849* and was designed to expedite the administration and enforcement of police regulations in a particular locale. The police village is not a municipality in the proper sense of the word but is a device which permits residents of a hamlet to acquire additional urban-type facilities and services. An amendment of The Municipal Act, 1965 eliminates the provision for any further establishment of police villages.

Three trustees are elected for every police village and although this is an unincorporated form of government Section 491 (2) of *The Municipal Act* provides that the trustees "may contract and may sue and be sued and may pass by-laws by and in the name of the trustees of the police village . . . but personal liability does not attach". For all general and legal purposes the police village remains a part of the township corporation.

There are two police villages in the County of Halton and both are located in the Township of Nassagaweya. These are Campbellville with a population of 261 and Eden Mills with a population

[1]See *The County of Peel Act*, Statutes of Ontario, 1965, c. 165, and *The County of Halton Act*, Statutes of Ontario, 1962-63, c. 166.

of 134. In Peel County there are five police villages the largest being Malton in Toronto Township with a population of 1,832.

The general restrictions applicable to all municipalities in Ontario are also applicable to police villages. The powers and prerogatives applicable to a police village are naturally much more restricted than in the case of regular incorporated municipal units. Most police villages are pockets of urban type settlement near large "centres" and the inhabitants come together to obtain the installation of urban-type facilities. To the extent that such facilities are developed the ratepayers in a police village carry an additional tax levy over and above the normal tax levy of the township.

Boards and Commissions

No picture of the structure of local government in the Area would be complete without reference to the local Boards and Commissions which have been established for varying purposes. Table XII, p. 36, indicates the number of local boards and commissions in each municipality within each county. It will be noted that the ten municipalities in the County of Peel have a total of 33 local boards and commissions to which have been appointed a total of 171 persons. The seven municipalities in the County of Halton have an even greater number of local boards and commissions with a total of 46 to which 275 persons have been appointed. Some of these local boards are mandatory while others are permissive and in some cases the members are elected although in most instances they are appointed by the local councils. The more important boards are those dealing with public libraries, public utilities, planning, hydro-electric, water, police, and parks and recreation.

From the point of view of the local resident he cannot conclude that all local or municipal matters are the exclusive responsibility of the municipal council for many of the more important responsibilities have been assigned to semi-autonomous boards and commissions. The net result is to provide a picture of considerable diffusion of responsibility for local administration.

Educational Jurisdictions

Educational jurisdictions must be considered an important element in the total local government structure. Such jurisdictions derive a substantial part of their revenue requirements from the tax on real property which is raised on their behalf by the various municipalities.

TABLE XII

LOCAL BOARDS AND COMMISSIONS IN THE PEEL-HALTON AREA[1]

Municipality	No. Boards or Commissions	Total No. Members	Total Staff Employed
County of Peel			
1. Town of Brampton	6	34	90
2. Town of Port Credit	4	22	15
3. Town of Streetsville	6	31	10
4. Village of Bolton	5	24	3
5. Village of Caledon East	Nil	Nil	Nil
6. Township of Toronto	4	27	202
7. Township of Chinguacousy	3	12	(x)
8. Township of Caledon	2	8	Nil
9. Township of Albion	2	8	Nil
10. Township of Toronto Gore	1	5	Nil
	33	171	320
County of Halton			
11. Town of Burlington	9	57	155
12. Town of Oakville	11	69	132
13. Town of Georgetown	6	34	14
14. Town of Milton	9	52	6
15. Town of Acton	6	34	6
16. Township of Esquesing	3	17	Nil
17. Township of Nassagaweya	2	12	Nil
	46	275	313

[1] Source: Questionnaire circulated to municipalities in Area.
(x) Part-time staff only.

The public school requirements of the Areas are administered through no less than *twenty separate education jurisdictions.* These are set out in Table XIII, p. 37. It should be noted that only three of these jurisdictions are administered by boards of education with responsibility for both elementary and secondary education. These boards of education are all located in the southern municipalities of both counties—Burlington and Oakville in the County of Halton and the Township of Toronto in the County of Peel. In addition to these three boards of education there also exists the following:

6 urban public school boards;
6 township school area boards;
1 village public school board; and
4 district high school boards.

TABLE XIII

EDUCATION JURISDICTIONS AFFECTING HALTON AND PEEL COUNTIES (SEPTEMBER, 1965)

Type of Jurisdiction	Name of Board	County	Number of Board Members	Number of Public Schools	Number of Secondary Schools
Board of Education	Burlington	Halton	10	22	4
	Oakville	Halton	10	24	4
	Toronto Twp.	Peel	10	36	4
District High School Board	Acton	Halton	5		1
	Georgetown	Halton	7		1
	Milton	Halton	7		1
	Central Peel	Peel	14		3
Urban Public School Board	Acton	Halton	6	2	
	Brampton	Peel	8	13	
	Georgetown	Halton	8	5	
	Milton	Halton	6	4	
	Port Credit	Peel	6	2	
	Streetsville	Peel	6	3	
Township School Area Board	Albion	Peel	6	4	
	Caledon	Dufferin and Peel	5	5	
	Chinguacousy	Peel	5	4	
	Esquesing	Halton	5	7	
	Nassagaweya	Halton	5	2	
	Toronto Gore	Peel	5	1	
Village Public School Board	Bolton	Peel	6	2	
District High School Board (overlapping from another county)	Alliston	Simcoe			
	Erin	Wellington			
	Orangeville	Dufferin			

Source: Ontario Institute for Studies in Education.

School enrolment as of September 1, 1965 for the Area consisted of 55,042 public school pupils and 20,859 secondary school pupils. In addition, secondary education was purchased from jurisdictions outside the Areas for 80 pupils, of whom 40 were enrolled in vocational courses.

Total pupil enrolment, public and secondary, in education jurisdictions within the Area was 75,631 pupils as at September 1, 1965. Some 50,629 pupils or approximately 67 per cent of the total were enrolled in schools under the three boards of education. The remaining 25,002 pupils, representing approximately 33 per cent of

the total school enrolment of the Area, were located in schools administered by the other 17 education jurisdictions.

Pupil enrolment data for each of the years 1960-1965 are set out in Table XIV, p. 39. It should be noted that pupil enrolment in 1965 ranged from 164 pupils in the Toronto Gore Township School Area Board to 22,519 pupils in the Toronto Township Board of Education. The pupil enrolment, as of September 1964, in three education jurisdictions outside the Area, all with a single board of education, is interesting for comparative purposes:[1]

Education Jurisdiction	*Enrolment*		
	Elementary	*Secondary*	*Total*
North York	55,237	19,658	74,895
Scarborough	48,095	15,065	63,160
Etobicoke	31,366	13,195	44,561

It can be concluded that the twenty education jurisdictions in the Area are considerably in excess of the number required to administer an effective public school system. Moreover, the boundaries of many of these jurisdictions do not coincide with municipal boundaries, particularly in the case of high school districts.

While the present multiplicity of education jurisdictions in the Area is the product of many factors the most difficult element to justify is the continued maintenance of separate jurisdictions for elementary and secondary schools. No doubt this division is, in part at least, attributable to the fact that public elementary schools emerged in the early part of the nineteenth century in Ontario. The high or secondary schools did not evolve as a public responsibility until late in that century and these represented various stages of evolution from the original fee-paying grammar schools. Thus, the first steps in the acceptance of public responsibility for education involved the establishment of a local public school board for elementary education. This was followed some decades later by the acceptance of public responsibility for secondary education.

It is likely that another contributing factor to the maintenance of separate administrations was an earlier division of public opinion as to whether or not all pupils were destined to or should receive a secondary education. While such a division of opinion may have had validity in earlier times no such divided opinion can be discerned now.

[1]Source: Report of the Royal Commission on Metropolitan Toronto. Toronto. Queen's Printer. June, 1965. p. 121.

TABLE XIV

HALTON-PEEL PUPIL ENROLMENTS, 1960-1965 (AS OF SEPTEMBER EACH YEAR)[1]

Jurisdiction	1960	1961	1962	1963	1964	1965	Total 1965	Growth Rate % P.S.	Growth Rate % H.S.
HALTON									
Acton DHSB	327	365	395	428	433	413			4.78
Acton PSB	901	866	938	935	931	912	1325	.24	
Burlington Bd. of Ed.	8036	2150	8255	2657	8574	3025	9288	3483	9974	4012	10767	4405	15172	6.05	15.43
Esquesing TSA	839	894	1071	1152	1202	1221	1221	7.79	
Georgetown DHSB	581	735	850	958	978	1063			12.83
Georgetown PSB	1777	1919	2059	2204	2183	2292	3355	5.25	
Milton DHSB	383	463	519	574	636	754			14.51
Milton PSB	947	978	1057	1038	1058	1103	1857	3.09	
Nassagaweya TSA	428	421	437	441	467	565	565	5.70	
Oakville Bd. of Ed.	6837	1931	7504	2394	7884	2900	8339	3254	8739	3611	9081	3857	12938	5.84	15.85
Total	19765	5372	20842	6614	22020	7689	23397	8697	24554	9670	25941	10492	36433	5.59	13.01
PEEL									
Albion TSA	542	486	515	553	590	564	564	.78	
Bolton PSB	388	419	453	490	486	471	471	3.94	
Brampton PSB	2390	2813	3710	4554	5191	6267	6267	21.26	
Caledon TSA	568	602	401	573	559	661	661	3.09	
Chinguacousy TSA	1429	1201	1095	2007	2390	3018	3018	16.12	
Peel Central DHSB	1360	1671	2043	2545	2987	3329	3329		19.60
Port Credit PSB	913	708	751	784	941	949	949	.83	
Streetsville PSB	779	897	922	983	1260	1256	1256	10.03	
Toronto Gore TSA	69	176	148	850	163	164	164	18.91	
Toronto Twp. Bd. of Ed.	11159	3613	11683	4190	11988	4937	12503	5535	14086	6100	15751	6768	22519	7.13	13.37
Total	18237	4973	18985	5861	19952	6980	23297	8080	25666	9087	29101	10097	39198	9.85	15.21
Grand Total	33002	10345	39827	12475	41972	14669	46694	16777	50220	18757	55042	20589	75631	7.70	14.75

[1] Sources: Ontario Department of Education. *Report of the Minister*, 1960-1965.
Ontario Department of Education. *Schools and Teachers in the Province of Ontario*, 1960-1965 (the "Ontario Blue Book").

As a consequence of this historical development of public education in Ontario the province has had a long tradition of separate administration of elementary and secondary education and this separation is reflected in the education administration structure of the Area. It can be concluded, too, that this separation rests entirely on a tradition that no longer has any validity or discernible public support. In this connection it is interesting to note that there is no separation of education jurisdictions for elementary and secondary school purposes of any consequence in any other Canadian province.

In summary, it is concluded that the local administrative structure for education in the Area is characterized by

(a) a multiplicity of jurisdictions;

(b) a continued separation of secondary education that can be neither supported nor justified in the second half of the twentieth century; and

(c) high school districts too small to provide the three "streams" of academic, technical and commercial education.[1]

Conservation Authorities

The role of Conservation Authorities must be taken into account in reviewing the total structure of government in the Area. Conservation Authorities cannot be classed as local boards or commissions, the boundaries of which are usually co-terminous with those of a municipality. Their jurisdiction covers an area of at least two and usually more municipalities.

There are three Conservation Authorities operating in the Area:

1. *The Credit Valley Conservation Authority:*
   Established May 13, 1954, enlarged February 17, 1955. 16 municipalities; 22 members; watershed 383 square miles.
2. *The Halton Region Conservation Authority:*
   Established December 30, 1963, comprising two former authorities, Sixteen Mile Creek C.A. and Twelve Mile Creek C.A. 9 municipalities; 15 members; watershed 366 square miles.
3. *The Metropolitan Toronto & Region Conservation Authority:*
   Established February 1, 1957. 23 municipalities, 55 members; watershed 968 square miles.

[1]Recent government policy has recommended high school attendance areas of a minimum of 1,000 pupils.

These Authorities are established under *The Conservation Authorities Act*.[1] Under this Act two or more municipalities which are wholly or partially within a watershed may petition the Minister of Energy and Resources Management to establish an Authority. Upon receipt of a petition the Minister is required to call an organizational meeting to notify all the municipalities wholly or partially within the watershed. The municipalities involved are required to send representatives to this meeting on the following basis:

Population	250,000 or more	5 representatives
Population	100,000-249,999	4 representatives
Population	50,000- 99,999	3 representatives
Population	10,000- 49,999	2 representatives
Population	less than 10,000	1 representative

If two-thirds of those present at the organizational meeting vote in favour of establishing an Authority a resolution is then forwarded to the Minister and the Lieutenant-Governor-in-Council may then "establish a Conservation Authority and designate the municipalities that are the participating municipalities and the area over which the Authority has jurisdiction".[2]

As a general rule, the boundaries of an Authority are designed to coincide with the boundaries of the watershed. Under the Act a Conservation Authority is deemed to be a body corporate and has the power to borrow on its promissory note at a rate of interest to be approved by the Minister until the payment of grants by the municipalities.

The number of representatives on an Authority is based on the formula for attendance at the organizational meeting and these representatives are appointed by the councils of the participating municipalities and hold office during the pleasure of these councils. However, the Act provides that where the Lieutenant-Governor-in-Council makes a grant to an Authority he may appoint not more than three members.

Section 15 of the Act sets out the objects of an Authority which are "to undertake and effect such scheme or schemes in respect of a watershed or part thereof for which it is established as the Authority determines." This definition of the objects of an Authority seems

[1]R.S.O. 1960, c. 62.
[2]*The Conservation Authorities Act*, R.S.O. 1960, c. 62, s. 3(1).

vague enough to permit an Authority the maximum leeway in determining its programme. As a general rule, the programmes developed and administered by Conservation Authorities tend to embrace the following:

(a) water control,
(b) soil conservation and land use,
(c) forest conservation,
(d) wild life conservation,
(e) recreation,
(f) historical,
(g) public relations.

Revenue is derived from government grants and from levies against the participating municipalities. Under *The Canada Water Conservation Assistance Act*[1] the Federal Government will pay a 37½ per cent grant for flood control schemes amounting to $1,000,000 or more. The province will pay 37½ per cent and the participating municipalities contribute the remaining 25 per cent. The Province of Ontario provides grants equal to 50 per cent of administration costs and 50 per cent of capital costs for reservoirs, reforestation, land acquisition and development. As of July 1, 1965, the province began to provide grants toward the maintenance of dams.

Since the provision of grants from senior governments can only cover part of the cost of projects the method of raising the additional money required for the maintenance of capital works has some significance. The procedure by which a Conservation Authority establishes its revenue requirements has been described as follows:

> The Authority determines what its total expense for the coming year will be, decides what its current expenditures will be, deducts the amount of the provincial grant which it will receive on these expenditures and then apportions the remaining costs among the participating municipalities. Although by the Act administration and maintenance costs are paid according to benefit, in practice "benefit" is determined on a per capita or assessment basis or a bit of both depending on how the individual authority decides to split the costs. If only part of a municipality is within the Authority, then the municipality pays for only the part which is included. In the case of capital expenditures the municipality or municipalities which benefit pay according to the benefit they receive. The Authority determines the amount of benefit. Should a municipality feel unsatisfied with the portion it has been asked to pay, it may make an appeal to the Ontario Municipal Board. However, there is no appeal from the Board's decision and the Board has yet to allow a municipality's appeal.[1]

[1]Statutes of Canada, 1952-53, c. 21.

It will be recognized that the method of raising revenue of a Conservation Authority over the amount which is recoverable in the form of grants from the senior levels of government represents a claim against the participating municipalities. As a consequence, the extent to which ambitious programmes are undertaken can only be tempered by the presence of some members of local councils on the Authorities and by the effectiveness of such liaison between the Authority as a whole and the various participating municipalities.

It would appear that there are at least two areas in which Conservation Authorities can create difficulties. These involve the exercise of expropriating powers and their quasi-governmental role. Expropriation presents to the average landowner the principal area of friction and it is possible that the current Select Committee on Conservation Authorities may, through its hearings, modify or allay the hostilities which do arise from land acquisition methods of Conservation Authorities. However, it is the quasi-governmental role of Conservation Authorities that is of most concern, particularly to this Review. There does appear to be a strong feeling among municipalities in the Area, and especially those munciipalities which are rural-oriented, that the level of local control over a Conservation Authority is very slight indeed. Individual municipalities do not have any power of veto over projects to be undertaken whereas the province does have this power.

In the rural areas there is some resentment caused when Conservation Authorities designate or acquire land for parks and open spaces. This has the effect of withdrawing such land from farm taxation and in effect providing a subsidy to urban residents who will largely utilize such areas. The acquisition or designation of land for parks and public open spaces by Conservation Authorities has the effect of further restricting the tax base in the rural-oriented municipalities. The feeling of resentment with respect to this practice is particularly strong in the rural municipalities of the Counties of

[1]Dolbey, Susan J. *Inter-Municipal Special Purpose Bodies in the Province of Ontario*, Kingston. Department of Political Economy, Queen's University, 1965, (Unpublished M.A. Thesis) p. 155.

Peel and Halton where the majority of the users of park lands and open space facilities are non-county residents. As the use of such facilities increases, particularly by non-county residents, additional pressures confront the county for an improvement of road services.

Conservation Authorities have the power to enter into commitments involving major expenditures and can, in part at least, derive necessary funds from municipal revenue sources. This can be accomplished without any strong local elected representation or indeed any strong local elected voice at all for an Authority could consist of representatives who are not elected members of municipal councils. In such a system a serious and valid complaint does exist. The councillor who is appointed to a Conservation Authority is answerable to some extent for his actions when he comes up for re-election as a municipal councillor. However, if he is defeated he is not necessarily required to resign as a member of the Authority. If he is a member of the Authority and is not an elected councillor the extent of his accountability is indeed very indirect. The position of a Conservation Authority, which due to its functions, spans many municipal boundaries, presents a real difficulty in determining its responsiveness and accountability to the body from which its funds are derived.

Provincial Departments and Agencies

It would be somewhat unrealistic to review the structure of local government within the Area without at the same time taking cognizance of the role of certain departments and agencies of the Province of Ontario. It is commonly imagined that the involvement of municipalities with provincial administration is through the Department of Municipal Affairs and the Ontario Municipal Board. While these bodies have an important and significant role in terms of municipal administration it would be virtually impossible for a municipality to accomplish many of its objectives without being involved with other departments and agencies and the role of these must also be considered.

In the field of water supply and sewage treatment municipalities are required to deal with the *Ontario Water Resources Commission.* This Commission is not only a regulatory agency but is also an administering and operating agency as well. Thus, the OWRC is

empowered to enter into agreements with a municipality or a group of municipalities whereby it will construct and operate the necessary water supply and sewage treatment facilities, the cost of which is to be borne by the municipalities involved.

In August of 1965 the OWRC announced a water and sewerage scheme to meet the requirements of southern Peel which includes the Township of Toronto, the Town of Brampton, the Township of Chinguacousy, and the Towns of Streetsville and Port Credit. While most of these municipalities have endorsed the scheme in principle there has been no indication as yet as to when the scheme might become a reality.

Most municipalities become involved at least occasionally with the *Department of Highways.* In this connection the counties have an almost continuous relationship with the Department. For example, under the Highway Improvement Act a county is required to appoint a County Road Committee, a Road Superintendent, and to make contributions to roads in an urban municipality. The approval of the Department is required, of course, for some of these undertakings.

County municipalities have relationships with the *Department of Reform Institutions* which administers *The Regional Detention Centres Act,* Statutes of Ontario 1965, c. 115, and *The Jails Act,* RSO 1960, c. 195. Under the latter Act, counties are responsible for the maintenance and repair of jails and this can be an expensive factor as some of these buildings are more than a half century old. However, the Act does not permit the county to determine when a jail is in need of repair or indeed where it shall be built. These decisions are the responsibility of the Deputy Minister of Reform Institutions. There is a provision in the legislation for establishing a committee which is to be appointed by the County Council on receipt of a report from the Deputy Minister to the effect that the county jail is in need of repair. The province and the committee then attempt to reconcile such a report with the reality of available resources.

Under various legislative enactments, most of which provide some form of financial assistance, municipalities are required to deal at least occasionally and sometimes regularly with such Departments and Agencies as the following:

Department of Economics and Development;
Department of Public Welfare;

Department of Education;
Department of Health;
Ontario Police Commission; and the
Attorney General's Department.

The important point which can be concluded from the foregoing is that municipalities cannot and do not operate entirely within the provisions of the principal municipal legislation, i.e., *The Municipal Act,* but are also involved in a network of relationships with the majority of Departments and Agencies of the province. These relationships may involve one or more of the following actions by the appropriate Department or Agency:

(1) Approval of an assistance grant for a specific purpose;
(2) Approval of an action to be carried out by a municipality under relevant legislation;
(3) Securing the consent of a municipality for a programme to be implemented by a Department or Agency.

The task of a municipality in the Area has become extremely complicated by virtue of increasing involvement of a large number of departments and agencies of the Province of Ontario with municipal responsibilities. As a consequence the resulting interrelationship is frequently a source of exasperation to a municipality when it finds a provincial department or agency slow to provide the required approval or indicate the guidelines for a particular project or programme. Alternatively, a provincial department or agency can develop a similar feeling in dealing with a municipality which either fails to consent to a proposal it has made or ignores the advice it has provided.

This increased involvement of provincial departments and agencies with matters of municipal concern has produced a situation where, in some instances, joint action is required to resolve a particular problem or to discharge a responsibility. Moreover, there does not appear to be any administrative mechanism at the provincial level to ensure a measure of coordination between departments or agencies involved with municipalities. Thus, it not infrequently happens that the programme or project of a particular department or agency is decided without reference to its implications for another department or agency.

The foregoing development raises the whole question of divided responsibility and jurisdiction with important consequences for

effective administration. Consequently, it will be necessary to make further references to this matter in subsequent sections of the Report dealing with proposals for reforms.

Summary

The structure of municipal government in the Area as set out in this Review may be summarized as follows:

(a) A multiplicity of municipal units some of which have a status and boundaries that are no longer meaningful;
(b) A bewildering variety of local boards and commissions resulting in extreme diffusion of responsibility and thus, from the point of view of the citizen, making accountability more difficult;
(c) An educational structure comprising a variety of jurisdictions many of which are no longer meaningful as effective school attendance areas and including a separation of responsibility for elementary and secondary education that is out of place in the twentieth century;
(d) A number of conservation authorities with an important role to play but raising difficult problems of political accountability; and
(e) An increased involvement in what have traditionally been regarded as municipal responsibilities by a large number of departments and agencies of the province thereby complicating the attainment of effective administration through lack of co-ordination and dispersal of responsibility for action.

CHAPTER IV

REFORMATION OF THE MUNICIPAL STRUCTURE

It is apparent that the Area is confronted with a number of urgent problems. Illustrative of these are such matters as water supply, sewage disposal, planning and police protection which, for effective administration, require a territory larger than any existing municipality.

The development pattern which has been observed consists, broadly speaking, of increasing urbanization in the municipalities in the southern sections of both counties with the northern sections leaning towards a rural or agricultural orientation. It has also been noted that there is a growing interdependence between the urban municipalities in the southern parts of both counties in terms of the relationship between where people live and are employed. In fact, there is a clear indication that this part of the Area is devoloping an economic orientation of its own which is also lessening its dependence on the metropolitan centres of Toronto and Hamilton. There are also indications that this inter-dependence of the municipalities in the southern part of the Area will increase in the years ahead. The major lines of communication and transportation run east to west within the Area and there is little likelihood that communication will be accelerated on a south to north basis.

The existing municipal structure does not reflect either the character or pattern of development and the boundaries of municipal units, in most instances, no longer serve any meaningful purpose. Included in the existing structure are not only a large number of municipal units but also a great variety of local boards and commissions. In addition, there is an increased involvement on the part

of a number of departments and agencies of the Province and this development coupled with the multiplicity of municipal governments, boards and commissions makes the present total structure of government unduly complicated and, in effect, frustrates the ability of the Area to resolve its problems.

It is clear that a fundamental reorganization of municipal government in the Area is imperative. The need for reorganization was clearly recognized in the majority of municipal briefs received by the Review and which were heard during public hearings held in both counties in March of 1966. In this connection a summary of the attitudes displayed towards government reorganization as expressed in the various submissions is set out below:

Submissions	*Peel County*	*Halton County*	*Total*
1. No of submissions received	13	23	36
2. No. opposing any form of reorganization	2	2	4
3. No. favouring some form of reorganization	8	12	20
4. No. expressing no objections to reorganization	3	9	12

While the majority of submissions indicated a desire for some form of reorganization there was no agreement as to the extent and nature of the reorganization considered necessary. And agreement could hardly be expected. However, these submissions did point toward a number of alternative schemes and it is essential to consider these before dealing with the recommendations which shall be put forward with respect to municipal government for the Area.

A Revamped County

An approach that found favour with a number of municipal governments in the Area consisted of what may be described as a revamping of the existing county structure. The essence of this approach is that the present county structure be changed to give the county greater responsibilities of a regional nature. Most proposals along this line envisaged the continuance of the present two counties with added responsibilities and some modification of the basis of representation.

This suggestion has considerable surface appeal for it is based on a retention of the existing municipal units and therefore maintains continuity of past traditions. However, it must be considered as an alternative that would not in any way meet the requirements of the area.

The concept of a revamped county overlooks the development pattern of the Area and the growing inter-dependence of the municipalities in the southern sections of both counties. Moreover, the continuance of the present form of county government, even with added responsibilities, would necessitate a system of representation proportionate to population. This would inevitably require, on the basis of existing population, that the southern municipalities in each county be given the dominant voice in the County Council. As a consequence, the voice of the rural areas in the northern sections of both counties would likely be muted. The idea of a revamped county, as put forward in a number of submissions, fails to distinguish between urban and rural oriented sections of the Area. *While the concept of a revamped county has considerable merit and might in fact be appropriate for some other areas of the Province of Ontario it must, for the reasons indicated, be rejected as a practical scheme of government for the Area.*

A Two-Tier System of Government

In discussing the need for reorganization, a number of submissions proposed a metropolitan form of government. Basically, this was put forward as a two-tier structure along the lines of the Metropolitan Toronto scheme. The boundaries suggested, in some instances, were those of the existing counties. In other words, the county boundaries would be left intact and a metropolitan government established for Peel and another for Halton. One or two submissions favoured a metropolitan government for the entire Area.

The philosophy underlying the proposal for a metropolitan form of government, based on a two-tier structure, constitutes a recognition of the need to be able to deal effectively with problems over a wider area. At the same time it reflects a desire, based largely on nostalgia and sentiment, to preserve the status of the existing municipal units. No doubt in proposing this concept most submissions were heavily influenced by the establishment of the Municipality of Metropolitan Toronto. However, the 1965

conditions in the Area are not comparable to 1953 conditions in the City of Toronto and the neighbouring municipalties which occasoned the establishment of a metropolitan form of government.

In contemplating a two-tier structure of government for the Area the real problem arises when it comes to the assignment of responsibilities to the metropolitan government and the constituent municipal governments. If a metropolitan form of government were to have a real effect in the Area it should have asigned to it most or all of the following responsibilities:

Assessment	Major Parks
Debt Management	Roads
Planning	Welfare
Police	Public Health
Water Supply	Refuse Disposal
Sewage Disposal	

The assignment of these responsibilities to a proposed metropolitan government would leave little of significance to the local municipalities. Most of the constituent municipalities are not large and their administrative capacity to provide for the remaining services would be undermined. For example, some of these municipalities at present operate with a minimum administrative establishment and the removal of their major responsibilities would make it difficult for them to retain even this establishment. Moreover, in some instances, and particularly in the case of the northern townships, there would be little if anything left in the way of responsibilities to justify their continuance as municipal units.

The concept of a metropolitan government for the Area based on a continuance of existing municipal units fails to come to grips with the real needs of the Area in terms of governmental organization. In fact, the establishment of a metropolitan form of government would make municipal government even more complicated in the Area than it is at present. Finally, this type of scheme overlooks the practical, political and administrative difficulties of decision-making which would emerge in attempting to weld together urbanized municipalities with large areas which are essentially rural and agricultural in character. *As a consequence this alternative of a metropolitan government must also be considered inappropriate for the Area, irrespective of the manner in which the boundaries might be adjusted.*

Other Alternatives

Some submissions contained general proposals for reorganization that were based on a recognition of the development pattern and the governmental needs of the Area. For example, one of the alternatives put forward by the Town of Burlington suggested a metropolitan form of government for the southern municipalities in both counties and a revamping of their northern sections into a single northern county. The virtue of this approach lies in its recognition of the need to relate the governmental structure to the overall development pattern of the Area. But reliance on metropolitan and county government, each embodying two tiers, means that there is really no fundamental reform of the constituent units.

The Town of Oakville went much further in its submission by proposing a single government which would embrace all of Halton County, about half of Peel County and certain parts of the Counties of Wentworth and Dufferin. While this suggestion has considerable merit it is felt that it would be an inappropriate solution in that it tries to absorb too large an area with both urban and rural patterns of development. There would also be practical, political and administrative difficulties in view of the fact that the major lines of communication are not strong between the northern and southern parts of the Area. Both of the foregoing alternatives must therefore be discarded as a basis for structural reform for the reasons set out.

Preservation of the Status Quo

As might be expected, some briefs argued for the maintenance of the status quo. The most lengthy argument in this connection was submitted by the Township of Chinguacousy and requires some comment, particularly with respect to the concepts which it introduces.

This submission contained no suggestions for municipal reorganization and, in fact, viewed the Area solely in terms of the development of Chinguacousy and particularly the Bramalea area. The "root of the problem" confronting the Area is described as "conurbation growth".[1] The Area is not considered "an entity in either the regional or the local sense, since the background of urbanization is that of an extensive conurbation".[2] It is part of what is

[1] *Submission to the Peel-Halton Local Government Review from the Township of Chinguacousy*, p. 11.
[2] *op. cit.*, p. 11.

referred to as the "Mississauga conurbation" extending "from, Oshawa, via Toronto, Hamilton, Guelph to Kitchener-Waterloo, and which extends around the head of Lake Ontario with offshoots to Brantford, to the Grand River estuary and via the Niagara Peninsula to Fort Erie."[1] The brief recognizes that Peel-Halton is a subregion within the "Mississauga conurbation" and ". . . is the meeting place of individual municipalities in the context of a larger real entity; that entity is the conurbation and it is clearly a Provincial matter to plan for that."[2]

Nowhere, however, in the Chinguacousy submission is "conurbation" clearly defined. One English authority describes a "conurbation" as follows:

> ". . . continuously urbanized areas surrounding large population centres [of which seven are identified in Britain] . . .[3]
>
> ". . . the distinctive feature of the 'conurbation' is that it comprises a group of towns which were once distinct and separate but which have steadily swollen outwards to the point of colliding. At first this process caused the transformation of the rural areas in between the expanding towns into a kind of twilight zone. . . . Later, the outward growth of suburbia overwhelmed the dwindling vestiges of rurality and produced the kind of continuous 'urbanization' mentioned in the Census."[4]

With the foregoing definition in mind the notion of the "Mississauga conurbation" cannot be accepted as a fact. Its value is presented here as a concept in the jargon of the planner and many will disagree on its application to a particular area. In this connection, the Review finds the following comments by a well-known planning authority to be more appealing:

". . . While we are on the subject of the metropolitan region, I should like to clarify the distinction between such a region and a 'conurbation' or 'megalopolis'. The predominant form of the metropolis is mononuclear: it derives its identity from a single center. This is the way metropolitan areas are generally organized in the U.S. and it is the only form they take in a new young settlement such

[1] *op. cit.*, p. 11.
[2] *op. cit.*, p. 14.
[3] Self, P. *Cities in Flood—the Problems of Urban Growth.* London. Faber & Faber Ltd., 1961. (2nd Edition) p. 21.
[4] *op. cit.*, p. 23.

as Australia, where the population is concentrated mainly in five large metropolitan areas, each centered on a single city. In the older countries of Europe, on the other hand, conurbations—metropolitan regions formed by the gradual growing together of neighbouring cities—are fairly common. The outstanding examples are the cities of the Ruhr in Germany and the circle of cities that form what is known as 'Randstad Holland' (including Amsterdam, Haarlem, Leiden, The Hague, Rotterdam and Utrecht). The Ruhr conurbation grew up around the coal mines. Along the French-Italian Riviera a conurbation now seems to be developing around seashore play.

There seems to be a general disposition to assume that the Boston-to-Washington axis is destined soon to become a new conurbation on a vastly larger scale than any heretofore. The available evidence does not support such a view. Each of the metropolitan areas along the seaboard remains strongly oriented to its own center. The several metropolitan regions are separated by large areas of sparse development. Conurbation can occur only when the crests of the waves of two expanding centers overlap, and except perhaps between Washington and Baltimore that is not likely to happen anywhere in North America during this century."[1]

The Chinquacousy submission goes on to suggest that the essence of the present problem is the concept of the role of government in terms of:

(a) the distribution of services to people and insuring that local governments schedule the provision of new services and facilities to meet the demands of a growing population; and

(b) the relating of the growth areas within the conurbation to the over-all plan of the Province for the conurbation.

Evidently "there is a distinction between the function of local government in distributing services to a given population and the function of scheduling and financing services to meet a growing population".[2] The latter function is one for the Province to assume for the brief suggests that the "announcement of the Ontario Water Resources Commission that sewage treatment and water supply facilities will now be furnished by a plan financed through the Ontario Government has shown the proper role of the Province in assuming

[1] Blumenfeld, Hans "The Modern Metropolis" (Vol. 213, No. 3), *Scientific American*, (September 1965), p. 72.
[2] *Submission to the Peel-Halton Local Government Review from the Township of Chinguacousy*, p. 2.

financial responsibility, which of necessity does cross municipal boundaries, without creating any problem thereby".[1] In the view of the submission "there is therefore no need for a large regional government over which to spread the cost of initial capital financing because that function is being properly assumed by the Provincial Government".[2]

The foregoing proposition with respect to the assumption of responsibility by the Province for the provision of services to a growing population is open to question. This raises the matter of whether it is a legitimate use of the general tax funds of the Province to pay for development costs in the areas of urban growth simply because the growth and service requirements extend over two or three outmoded sets of municipal boundaries.

In its defence of the presentation of the status quo the Chinguacousy brief contends that the Bramalea development is really a "new town" serving a new growth point. "The Chinguacousy new town has not only proven its role as a developing growth point for employment for a wider region, but has also demonstrated the old axiom that housing economics can only be achieved in a good environment on cheap land. . . . Financially it has demonstrated that new towns are profitable for public and private partners alike and that urbanization need not be a destructive environment and social force".[3]

The Chinguacousy "new town" is portrayed as a Canadian equivalent of the new town development in Great Britain and faithful to the principles set out in 1898 by Ebenezer Howard who is generally regarded as the "father of modern new towns". Overlooked in this context is the fact that Howard's whole thesis of new towns rested on assumptions which have been questioned.[4] More important, perhaps, is the fact that the "new town" in Chinguacousy is not serving new growth as has been suggested but is sharing growth emanating from the same pressures which pushed the expansion of the Town of Brampton.

A review of the conditions of approval of the original Bramalea development set out in a letter of February 3, 1958 from the Community Planning Branch of the then Department of Planning and Development[5] fails to reveal any conception of this development as

[1] and [2] *op. cit.*, p. 3.
[3] *op. cit.*, p. 35.
[4] See: Rodwin, Lloyd. *The British New Towns Policy*. Cambridge. Harvard University Press. 1956. Ch. 10, pp. 165-172 and 178-183.
[5] Reproduced in full in the *Submission to the Peel-Halton Local Government Review by the Town of Brampton* as an appendix.

a "new town". For example, Condition No. 4 requires that "dwelling unit groups be as concentrated as possible, and be so located to be as close as possible to one another and to Brampton". Similarly, in Condition No. 16 it is stipulated that "no plan of subdivision will be approved until this Department is assured that all possible steps have been taken to arrange the necessary sewer and water services on a municipal basis of integration rather than on the narrower scale of individual subdivision. . . ."

It is clear that this development was envisaged as a part of the total development of the Brampton area even though it was located in the adjacent Township of Chinguacousy. No compelling arguments have been advanced to support the contention that this is a "new town" serving growth that is separable from that generated in the Brampton area. That the developer and the Township of Chinguacousy have been successful in working out arrangements which are mutually beneficial there is little doubt. However, this can hardly provide sufficient justification for the preservation of the existing municipal structure or the treatment of Chinguacousy in isolation from the Area of which it constitutes an important part. As has been indicated the Area does have problems in terms of services, responsibilities and structure which can hardly be resolved by the preservation of the status quo.

Criteria for Structural Reform

Proposals for the reform of the municipal structure of the Area should proceed from a clearly identified basis. In this connection it is felt that a new municipal structure should meet the following criteria:

(1) Recognize the development pattern and character of the Area and establish municipal boundaries which are coterminous with effective planning areas;

(2) Provide for simplicity in ascertaining the focus or location of responsibility and accountability;

(3) Eliminate as far as possible the competition for industrial assessment within an area that is in the main interdependent;

(4) Provide for direct election of the representatives to the governing body of any municipal jurisdiction and the removal, as far as possible and practicable, of reliance on indirectly elected or appointed boards for general or special purposes;

(5) Furnish sufficient flexibility for any municipal government established to vary levels of service provided in defined areas in accordance with popular choice and to permit corresponding variations in tax levies within the municipality; and

(6) Establish municipal jurisdictions of sufficient area and resources as to have a reasonable capacity to provide the required levels of service and deal effectively with existing and emerging problems.

None of the alternatives reviewed above meet these criteria and none can be regarded as providing a totally satisfactory approach to the requirements of the Area in terms of a viable municipal structure. *In setting out the recommended structure which follows it must be appreciated that it has been developed on the basis of its appropriateness to the needs of the Area as these have been ascertained by the Review. It does not follow that this same structure would necessarily be applicable to any other areas or regions of the Province of Ontario, particularly where the conditions and requirements may differ substantially from those of the Area.* Finally, the proposed structure has been designed to meet the needs of the foreseeable future, i.e., about twenty years.

The essence of the proposed municipal structure consists of the establishment of two types of county government based on a recognition of the development pattern of the Area—urbanization in the south and a rural or agricultural orientation in the north. However, it should be noted at the outset that while the term "county" has been utilized the structures envisaged are markably different in both form and substance from what is normally understood as the county in the Province of Ontario. For the purposes of identification and ease of reference these proposed jurisdictions will be referred to as follows:

1. The Urban County of Mississauga; and
2. The Rural County of Peel-Halton.

The use of these designations should not be considered as names recommended by this Review but are utilized here only for ease of identification.

The Proposed Urban County of Mississauga

The municipalities in the southern section of the Area are characterized by increasing interdependence in a context of rapid urbanization. These municipalities provide the basis for a new form of government which should be better able to deal effectively with the problems confronting this part of the Area. The municipalities involved are the following:

the Town of Burlington;
the Town of Oakville;
the Township of Toronto;
the Town of Port Credit;
the Town of Streetsville;
the Town of Brampton; and
that part of the Township of Chinguacousy presently under the control of Bramalea Consolidated Developments Ltd.

The area currently embraced by these municipalities constitutes the proposed Urban County of Mississauga. Boundary limits of this jurisdiction and also those of the proposed Rural County of Peel-Halton are set out in Chart No. 1, p. 60.

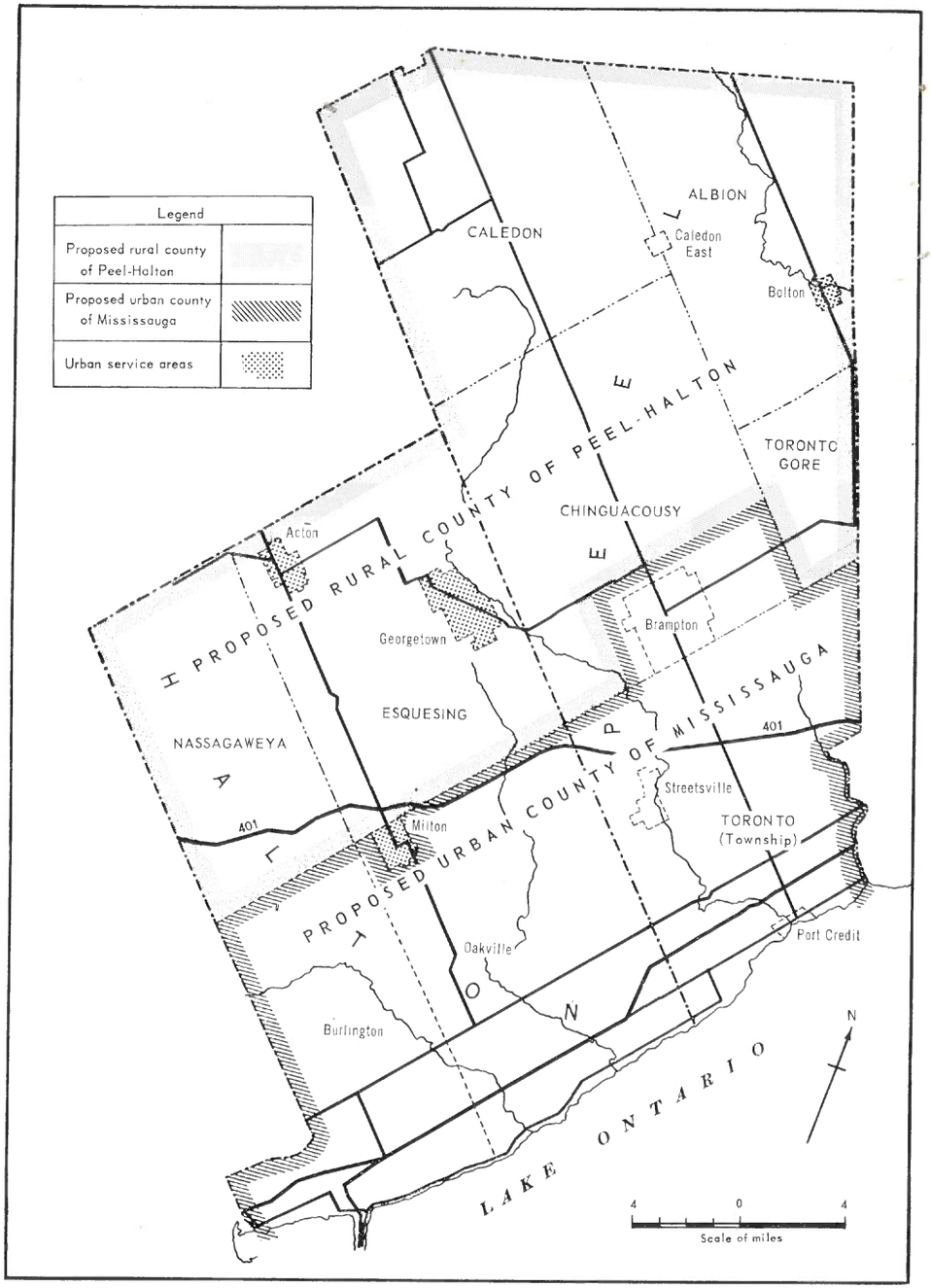
The type of municipal jurisdiction proposed for the Urban County of Mississauga should not be confused with the county structure utilized in Ontario. The latter is a two-tier system while the proposed Urban County of Mississauga is a single unit of government. However, use of the term "county" is considered more appropriate for this jurisdiction than the designation town or city.

It is recommended that the proposed Urban County of Mississauga assume all of the present powers and responsibilities of municipalities which currently make up this part of the Area.

In addition *it is proposed that this jurisdiction take over all present responsibilities of the existing counties insofar as these are applicable within the area of the new jurisdiction,*[1] *with the exception of those involving the administration of justice and the registry office. These latter two functions should be assumed by the Province of Ontario for reasons which will be indicated subsequently in this Report.*

[1]This really involves a division on an equitable and proportionate basis of the assets, liabilities and responsibilities of the existing Counties of Peel and Halton to the proposed new jurisdictions and proposals with respect to this allocaton are included in this Report.

CHART I



Specifically, the services and responsibilities for which the proposed Urban County of Mississauga would be responsible are the following:

- Police
- Fire
- Roads
- Public Transportation
- Traffic Control
- Water Supply and Distribution
- Public Health
- Ambulance Service
- Sewage Collection and Disposal
- Air Pollution Control
- Public Welfare (including homes for the aged)
- Planning
- Zoning
- Building Inspection
- Public Libraries
- Street Lighting
- Garbage Collection and Disposal
- Urban Renewal
- Parks
- Licensing
- Recreation
- Assessment
- Finance (including debt management)

In assuming responsibility for roads the Urban County would take over the duties formerly discharged by the local municipalities and the counties in the area. The above list is intended to be illustrative and not necessarily exclusive.

Consideration should be given to defining the financial responsibility of this new municipal jurisdiction for assisting in hospital construction. It is clear that if hospital-bed expansion is to keep abreast of the needs generated by urban growth the hospitals will have to be assured of some measure of stability with respect to the financial participation of all levels of government. Insofar as the financial responsibility of the proposed County of Mississauga is concerned this should be confined to a specified proportion of construction costs. In this connection an interesting formula is outlined in a brief submitted by the Committee of General Hospitals

of Peel and Halton Counties whereby hospital construction costs would be met by way of a fixed allocation from municipal, provincial and federal governments.

It represents an approach which, it is suggested, might be given further consideration by the Province of Ontario, at least as a possible working principle.[1]

The establishment of this proposed Urban County of Mississauga makes the continuance of the local municipalities unnecessary for the one government would now be responsible for all municipal responsibilities within the area defined.

Representation

Considerable thought has been given to the constitution of the governing body and the basis of representation. *As a consequence, it is recommended that the County Council be composed of nineteen members—a Mayor and eighteen Councillors. It is further recommended that the Mayor be elected at large and the Councillors elected to represent districts which in the main would conform to the former municipal areas as follows:*

District or Ward	*Number of Councillors*	*Population (1964)*
1. Toronto Township, Port Credit and Streetsville	7	(89,073)
2. Brampton and Bramalea (a)	3	(34,784)
3. Burlington	4	(54,864)
4. Oakville	4	(48,523)
	18	(227,244)
Mayor elected at large	1	
	19	

(a) Estimated population only.

The foregoing scheme of representation provides for each Councillor to represent approximately 12,000 persons with the Mayor being elected at large. However, to maintain a reasonable degree of equity, representation should be reviewed at least every ten years on the basis of the population figures provided in the last Census of Canada. The terms of office of Councillors and the Mayor should be established at three years and consideration should be given to a reasonable emolument for service on the Council.

[1]The hospitals involved in this submission were the following: Peel Memorial Hospital, Brampton; Joseph Brant Memorial Hospital, Burlington; South Peel Hospital, Cooksville; Georgetown and District Memorial Hospital, Georgetown; Milton District Hospital, Milton; and the Oakville-Trafalgar Memorial Hospital, Oakville.

Executive Committee

It is appreciated that a representative council of this size must have some means of providing for effective executive direction. The discharge of the responsibilities devolving upon the Council could be rendered extremely difficult if no means were provided for the exercise of this function. *While it is recognized that in the larger municipalities in Ontario this is normally provided by a separately elected Board of Control this device is rejected as being inappropriate for the proposed County.*

The institution of the Board of Control is reminiscent of the formal separation and division of powers contained in the constitutions of most states in the United States and also in the U.S. Constitution. The direct election of the members of the Board of Control by the citizens at large sets the Controllers apart from the ordinary Council members although the Controllers are members of the Council. Thus, there is established the continuing possibility of a cleavage between the Council and the Board of Control. Owing his election to the public at large, as opposed to a ward or district, each member of the Board of Control can interpret his mandate as he wishes. He has no real connection nor does he necessarily feel any degree of responsiveness to the Council; therefore the councillors are rendered somewhat impotent.

Experience seems to indicate that it is difficult to build up any kind of a concensus within the Council for major recommendations and proposals of a Board of Control. However, if the same powers given to a Board of Control were given to an Executive Committee chosen from within the Council there would be the possibility of a strong feeling of responsiveness to the desires of the Council itself. Moreover, there would likely also be a much stronger possibility of the development of a broad consensus within the Council in support of Executive Committee recommendations and proposals.

A more effective method of providing executive direction than the Board of Control device can be found in the establishment of an Executive Committee. The selection of an Executive Committee from within the membership of the elected and representative governing body is more in keeping with our traditional concept of responsible government. It is a body established by the Council and would therefore be responsive and responsible to it. *It is therefore*

recommended that legislative provision be made for the establishment of an Executive Committee of three members of Council of which the Mayor is designated as Chairman and the other two members chosen by the Council as a whole. The duties and responsibilities of the Executive Committee should include those generally assigned to Boards of Control under the Municipal Act.

Position of the Mayor

This proposed reform of the municipal structure would be incomplete without attempting to update the role of the mayor as head of the Council. Because the occupant of this position usually represents the public at large there is a strong tendency for many citizens to assume that the mayor possesses more power than is actually assigned to this office.

It is clear that in most Ontario municipalities, and in most of the rest of Canada for that matter, the citizens generally expect the office of mayor to furnish leadership. The incumbent of this office is required to be a political leader, with this office frequently becoming the focal point for the initiation of debate and discussion of important issues. It is to the office of mayor that many organized groups and individuals first come with complaints or suggestions with respect to civic policies and actions. When any significant number of citizens feel strongly about an issue which has been resolved by the council but without, in the citizens' view at least, being in possession of all available viewpoints the mayor is expected to ensure that the matter be reconsidered. But this he does not normally have the power to accomplish.

In Ontario the intent of the relevant legislation is to have the head of council become the focus of public attention. However, his capacity for constructive action is hampered by the absence of any accompanying grant of responsible authority. For example, *The Municipal Act*[1] describes the duties of the head of council in terms that are relatively meaningless. He is required to:

(a) ". . . be vigilant and active in causing the laws for the government of the municipality to be duly executed and obeyed;

(b) . . . oversee the conduct of all subordinate officers . . . and, *as far as practicable,* cause all negligence, carelessness and violation of duty to be persecuted and punished; and

[1]R.S.O. 1960, c. 249 (as amended).

(c) . . . communicate to the council from time to time such information and recommend to it such measures as may tend to the improvement of the finance, health, security, cleanliness, comfort and ornament of the municipality."[1]

The position of the mayor has been aptly described in these terms:

> "Such power and influence as he [the mayor] may appear to have is based more upon prestige and personality than upon legal authority. The public generally credits the head of a council with greater powers and, consequently, holds him individually responsible for the results of municipal administration to a greater extent than his legal authority justifies."[2]

There is a real need to add substance to the authority of the mayoral office. This is particularly required with respect to the proposed Urban County of Mississauga where the mayor will be responsible to a broadly-based electorate. An effective method of strengthening the office of mayor lies in providing him with *a limited power of veto* over the actions of the council. The granting of such power is not without precedent for it is already embodied in the office of mayor in the provinces of British Columbia and Quebec.

The veto power of the mayor of a British Columbia municipality is set out in that province's *Municipal Act*[3] Section 180 (1). This Act provides that "the mayor . . . may at any time within one month after the adoption thereof, intervene and return, for recommendation any by-law, resolution, or proceeding" subject to the qualification that such "has not been acted upon by any officer, servant or agent of the municipality."

In Quebec the veto power of the mayor is set out somewhat differently. Under the *Cities and Towns Act*[4] it is required that "every by-law, resolution, obligation or contract approved by the council shall, within forty-eight hours after such approval, be presented by the clerk to the mayor for his approval and signature." If the mayor refuses to sign them "he shall return the same, with his objections in writing, to the clerk who shall submit them for reconsideration at the next sitting of the council as a matter of urgency and privilege."[5]

[1]*op. cit.*, section 211.
[2]Crawford, K. G. *Canadian Municipal Government,* Toronto. University of Toronto Press. 1954. p. 90.
[3]R.S.B.C. 1960, c. 255 (as amended).
[4]R.S.Q. 1964, c. 193 (as amended).
[5]*op. cit.*, section 52.

In both Quebec and British Columbia there is an essential safeguard built into the process whereby the veto may be overturned. The *Cities and Towns Act of Quebec* states "if the absolute majority of the aldermen reaffirm such by-law . . . the mayor shall sign and approve the same, and if he refuses such by-law . . . shall be legal and valid as if signed. . . ."[1] Similarly, the *Municipal Act of British Columbia* provides that the council "shall as soon thereafter as convenient" reaffirm or reject the matter.[2] The time element as to when the matter shall be reconsidered is more precise in the Quebec situation where the mayor's veto is to be re-examined "at the next sitting of the council."

There is no evidence in either British Columbia or Quebec to suggest that the veto power has been abused through excessive use or for trivial purposes. Its principal advantage lies in the fact that on certain critical and controversial issues, where there may be a danger of hasty or ill-considered action, the mayor can intervene to require reconsideration. Without limiting the ultimate power of the council the mayoral veto does introduce a balance on the exercise of legislative authority. In addition it does add somewhat more in the way of substantive power to the office of mayor.

For the foregoing reasons it is recommended that the power of veto be added to the duties of the mayor of the proposed Urban County of Mississauga with the provision that such veto power be exercised under the following limitations.

(a) *That any veto of an action of the council be exercised within forty-eight hours of the meeting at which the action was taken;*

(b) *That in exercising the veto power the mayor submit his reasons in writing for so doing;*

(c) *That the clerk submit to the next meeting of the council the matter which was subjected to the mayoral veto together with the mayor's reasons in writing for exercising the veto;* and

(d) *That if the absolute majority of the council reaffirm their original action it cannot be subject again to veto by the mayor and becomes legal and valid.*

[1] *op. cit.*, section 52.
[2] R.S.B.C. 1960, c. 255, s. 180.

Local Boards and Commissions in the Urban County of Mississauga

The extent of the proliferation of local boards, commissions and other special purpose bodies in the Area has already been indicated. Their continued existence, at least in terms of the present number, raises some difficult problems for the maintenance of responsible municipal government. A most important objection to the excessive reliance on such bodies is the effect this has on the significance and decision-making responsibility of the municipal council. In this connection the Review concurs with the opinion expressed in the brief submitted by the Town of Burlington that "local government has been fractionated to the point where the local Council has become very largely simply the body which raises money for other branches of government."[1]

When a municipal council, the members of which are elected to represent and subsequently be accountable for their actions, has to accept responsibility for levying taxes but has a very limited degree of control over expenditure the result can be one of frustration for its members. Moreover, it means that many responsible citizens, after a term of frustration, will likely not re-offer their services. Consequently, the status and dignity of councilmanic service will decline.

Another effect of the extensive utilization of boards and commissions is the resulting diffusion of responsibility which makes it difficult for the citizen to comprehend which body—council or board—is responsible for a particular function. An additional effect is found in the field of general administration where the co-ordination of municipal services becomes difficult if not impossible.

In the main the establishment of local boards and commissions results from the requirements of provincial legislation. Thus, for example, under *The Community Centres Act*[2] the Minister of Agriculture may grant financial assistance to a municipality to assist in the establishment of a community centre.[3] However, the Act goes on to provide that "every community centre established by a municipality under this Act shall be under the management and control of a board appointed by the council of the municipality and composed of not fewer than three and not more than seven persons who are qualified to be elected as members of the council and, where the

[1] p. 3.
[2] R.S.O. 1960, c.60.
[3] *op. cit.*, section 2(1).

board is composed of five or more persons, at least two shall be members of the council."[1]

Similar provisions are contained in *The Public Parks Act*[2] which, under specified conditions, requires a municipal council to establish a board of park management. This Act also provides that such a board is a corporation and shall consist of the head of the municipality and six other members appointed by the municipal council.[3]

The foregoing are illustrations of the requirements of provincial legislation with respect to the establishment of local boards and commissions. Other examples could also be cited. However, the continued resort to the establishment of legislative requirements such as these can only be the further deterioration of an effective municipal government structure in terms of responsibility, responsiveness and accountability.

It is not likely that all local boards and commissions can be eliminated. Nevertheless, this Review is of the opinion that many could be eliminated in the proposed Urban County of Mississauga. Apart from education which is dealt with in the next chapter of this Report the only functions which should continue to be assigned to a board or commission are *hydro, police* and *libraries.*

Another area wherein a board is normally required to be established is in the field of *planning.* Under the provisions of *The Planning Act*[4] the council of a municipality which has been designated as a planning area must appoint a planning board which has the status of a body corporate.[5] This means that it has the power to appoint its own professional staff subject only to the budgetary limits established by the municipality.

It is the opinion of this Review that planning is a vital municipal responsibility and is at the very core of effective municipal administration. As a consequence the planning function *should* and *must* be integrated within the regular administrative structure of a municipality. Despite their corporate status planning boards really provide an advisory function and cannot exercise any independent powers. The legislative requirement that they have separate corporate status only makes for confusion in the exercise of this responsibility and renders administrative integration difficult.

[1]*op. cit.*, section 6(1).
[2]R.S.O. 1960, c. 329.
[3]*op. cit.*, section 4.
[4]R.S.O. 1960, c. 296.
[5]*op. cit.*, section 4.

It has also been noted that in some of the existing municipalities it has been the practice to combine administration of hydro and water services under a single public utilities commission. No practical advantages can be discerned with respect to this arrangement the provision of water service is inextricably bound up with the provision of sewerage services and should therefore be provided through the regular administrative organization of the county.

In the light of the foregoing observations on the role of local boards and commissions *it is recommended that:*

(a) *legislation requiring the establishment of local boards or commissions for municipal services, as illustrated by the Parks Act and the Community Centres Act be amended to enable such functions to be the direct administrative responsibility of the proposed Urban County of Mississauga;*

(b) *only the functions of hydro, police and libraries be assigned to boards or commissions by the establishment of single bodies for each of these functions as follows:*

1. *Hydro-Electric Commission of Mississauga to be established under the provisions of the Power Commission Act*[1];
2. *Board of Commissioners of Police of Mississauga as required under the Police Act*[2];
3. *Public Library Board of Mississauga to be established in accordance with the requirements of the Public Libraries Act;*[3]

(c) *planning be made a direct responsibility of the proposed Urban County of Mississauga, be established administratively as a department, and that the requirements of the Planning Act with respect to the establishment of a planning board be made inapplicable to the proposed County;*[4] and

(d) *water services be administered directly by the proposed County and not through a public utility commission.*

In establishing a Hydro-Electric Commission in the Province of Ontario the usual practice followed has been to provide for the election of Commissioners in accordance with the provisions of *The*

[1]R.S.O. 1960, c. 300.
[2]R.S.O. 1960, c. 298.
[3]R.S.O. 1960, c. 325.
[4]The council could of course establish an advisory planning committee if it so desired.

Public Utilities Act.[1] However, the direct election of Commissioners does not appear to this Review to offer any particular advantages and, in fact, may only serve to confuse the electorate by requiring citizens to choose the members of an administrative commission which really has very little decision-making ability with respect to policies of a substantial or contentious nature.

In such a context the direct election of the members of a local hydro commission furnishes very little in the way of a basis for choice. Perhaps this explains why acclamations are frequently the rule and long periods can elapse without a contested election. There is an alternative to direct election provided under Section 111 (2) of *The Power Commission Act*[2] which allows the appointment rather than the election of members of a hydro-electric commission in cities having a population of 60,000 or over.

It is recommended therefore that the Hydro-Electric Commission to be established for the proposed Urban County of Mississauga consist of three members to be appointed in the manner provided in The Power Commission Act. Inasmuch as this Act refers to cities it is further recommended that it be amended in order to be made applicable to the proposed Urban County of Mississauga.

Where the Council has direct financial responsibility for the operations of Boards and Commissions, as is the case with the proposed *Board of Police Commissioners* and the *Public Library Board,* it is important that the Urban County also have control over collective bargaining negotiations involving the remuneration of personnel under the jurisdiction of these bodies. The remuneration and working conditions of the personnel employed by such bodies must have some relationship to those existing for personnel employed directly by the County. Thus there must be a high degree of co-ordination of negotiations.

The necessary co-ordination of collective negotiations can be accomplished by making it a requirement that the Urban County or its designated representatives shall undertake directly any necessary negotiations with such unions or associations of employees which may be established. In the event that formal collective bargaining relations are not established their responsibility for determining the salary schedules for the personnel under the jurisdiction of these two bodies should be the direct responsibility of the Urban County.

[1]R.S.O. 1960, c. 335, s. 42.
[2]R.S.O. 1960, c. 300.

The Administrative Structure

The eventual effectiveness of the form of government for the proposed Urban County of Mississauga will depend to a considerable extent on the administrative organization that is established to serve the Council. Its general lines must, therefore, be considered.

A form of administrative organization necessary to serve the proposed government must embrace the functions formerly performed by the individual municipalities and the counties. The functions which must be undertaken by the urban county should be integrated administratively as far as possible and the number of units or departments involved in administration should be kept to a minimum.

A recommended form for the departmental organization of the various functions for which the urban county will be responsible is set out on Chart No. 2, p. 72. It will be noted that twelve departments are suggested and these are indicated under the titles proposed for the principal officers or heads of departments. The general responsibilities which should be assigned to each are summarized as follows:

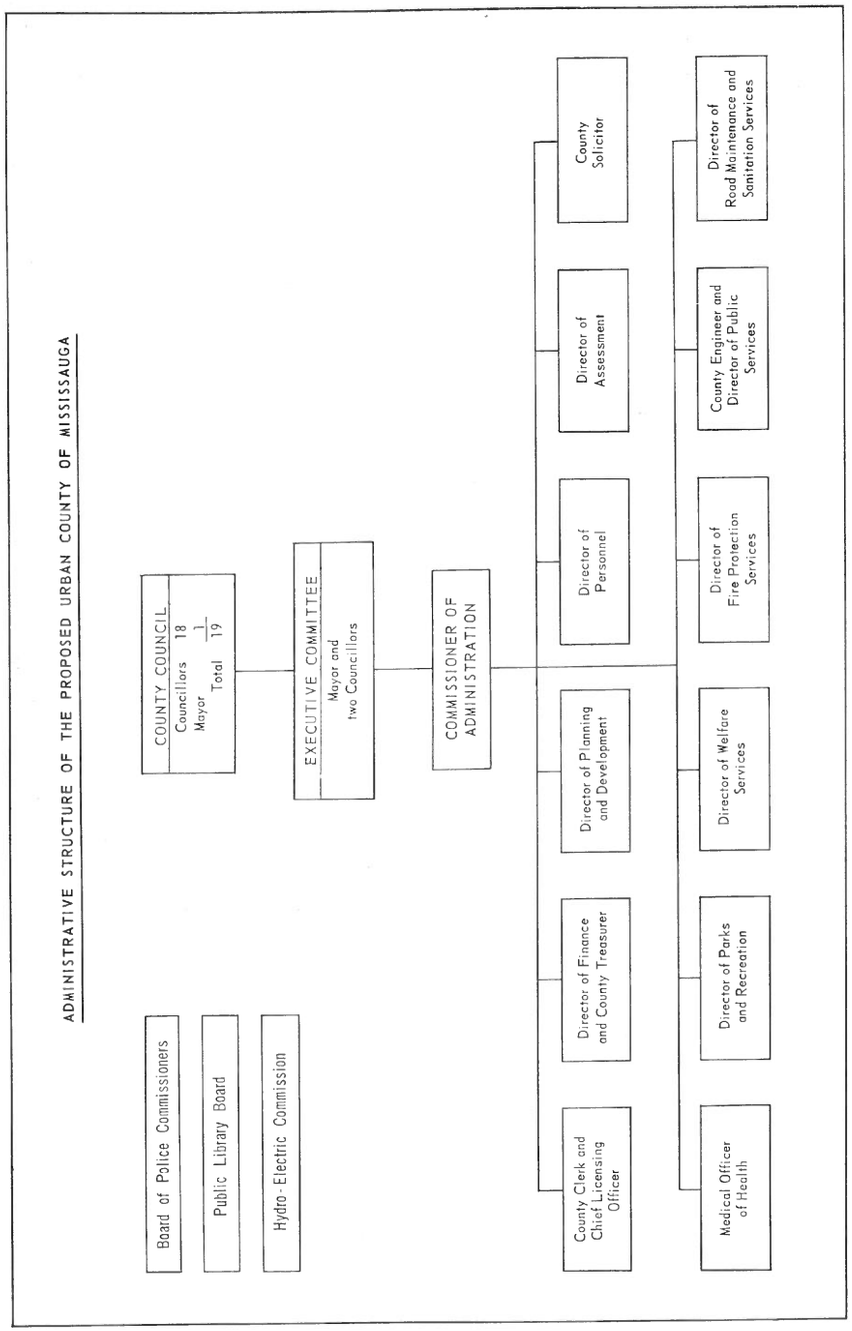
1. County Clerk and Chief Licensing Officer
   This department would carry out the normal secretarial functions as set out in The Municipal Act and also would be responsible for the issuance of licences in accordance with the requirements established in the by-laws adopted by the County Council.

2. Director of Finance and County Treasurer
   To this department should be assigned responsibilities for all accounting operations, the collection of taxes and other levies and charges, budget preparation and administration of a central purchasing office.

3. Director of Planning and Development
   This department should be regarded as a key administrative unit with responsibilities for the preparation of an Official Plan, the carrying out of all required planning studies, the approval of subdivisions, urban renewal and the administration of zoning by-laws and a building code.

4. Director of Personnel
   The administration of established personnel policies and regulations, the development and maintenance of salary schedules,

CHART II


ADMINISTRATIVE STRUCTURE OF THE PROPOSED URBAN COUNTY OF MISSISSAUGA
COUNTY COUNCIL
Councillors 18
Mayor 1
Total 19
EXECUTIVE COMMITTEE
Mayor and two Councillors
COMMISSIONER OF ADMINISTRATION
Board of Police Commissioners
Public Library Board
Hydro-Electric Commission
County Clerk and Chief Licensing Officer
Director of Finance and County Treasurer
Director of Planning and Development
Director of Personnel
Director of Assessment
County Solicitor
Medical Officer of Health
Director of Parks and Recreation
Director of Welfare Services
Director of Fire Protection Services
County Engineer and Director of Public Services
Director of Road Maintenance and Sanitation Services

position classification systems, the preparation of briefs and other submissions to arbitration hearings and the representation of the county in collective bargaining negotiations should constitute the principal responsibilities of this department.

5. Director of Assessment
   The preparation of the annual assessment roll in accordance with the requirements of The Assessment Act and other relevant legislation should be the principal responsibility of this department.

6. Medical Officer of Health
   The public health functions formerly carried out by the respective county health units and such other activities usually associated with public health services as are required by legislation or established policy of the County Council should be administered by this department.

7. Director of Parks and Recreation
   All of the activities involved in the development, planning, operation and maintenance of public parks and parkgrounds together with the planning, development and administration of recreation programmes should be assigned to this department.

8. Director of Welfare Services
   The administration of all functions formerly undertaken by the respective counties and individual municipalities in the field of public welfare, including the management of homes for the aged, should be assigned to this department.

9. Director of Fire Protection Services
   This department should be made responsible for the planning and administration of fire prevention and protection services for the entire county.

10. County Engineer and Director of Public Services
    All engineering functions relative to the design and construction of water, sewerage and roads and streets, together with activities related to traffic control and engineering, should be assigned to this department. In addition, the operation and maintenance of the water supply and distribution system

and the sewage disposal and collection system should also be included in the department's responsibilities.

11. Director of Road Maintenance and Sanitation Services
This department should be assigned the responsibility for the maintenance of all roads, streets and highways and surface drainage facilities and the collection and disposal of garbage.

    Under more normal circumstances these functions could probably be assigned to the County Engineer's Department but it is felt that the size of the area justifies a separate departmental organization for this function.

12. County Solicitor
The office of County Solicitor should provide all necessary legal advice and carry out such legal services as are required by the Council or any of its officers.

These twelve proposed departments, or whatever number may finally be determined upon, should not be left uncoordinated nor should the heads of these various departments have uninterrupted access to the Executive Committee or the County Council. What is required is a device whereby coordination can be achieved and also where the proposals or recommendations of one department can be considered in relation to their impact on other departments.

The appropriate channel of communication from principal officers to the Council should be through the Executive Committee, but this Committee can hardly be expected to achieve, unassisted, the objectives of administrative coordination and an overall view of county functions and their relationships to each other. As a consequence, *it is recommended that consideration be given to the establishment of an office of Commissioner of Administration.* The occupant of this post should serve as the principal administrative advisor to the Executive Committee and it should be through his office that all departmental proposals are channelled. He will transmit these proposals to the Executive Committee but should at the same time be empowered to add his comments, observations or counter-recommendations where he considers this to be necessary. The Commissioner of Administration would also act as the principal source of assistance to the Executive Committee in preparing and analyzing the data and other information the Committee requires to discharge the obligations assigned to it.

The Proposed Rural County of Peel-Halton

In considering the needs of the remainder of the Area in terms of governmental structure the same criteria are applicable as were suggested for the establishment of the Urban County of Mississauga. The northern sections of the Area are primarily rural or agricultural in character demanding a limited range of services. There are exceptions in the case of the towns where urban-type services are necessary.

The northern part of the Area is made up of the following municipalities:

Township of Nassagaweya
Township of Esquesing
Township of Chinguacousy (except that part presently under the control of Bramalea Consolidated Developments Ltd.)
Township of Caledon
Township of Albion
Township of Toronto Gore
Village of Caledon East
Village of Bolton
Town of Georgetown
Town of Acton
Town of Milton

Most of this northern section is served by townships, each of which has a limited administrative organization. Their primary concern is with the maintenance of roads and most other responsibilities are discharged by the respective counties. (Education is, of course, a major and a burdensome responsibility but this function is dealt with separately in the next chapter of this Report.) Moreover, their responsibilities are such that they could be more effectively discharged if the resources of the existing townships were pooled in a larger administrative unit.

The few urban areas present a somewhat different problem in that these are involved in a wider range of services. While some of these, administered by the existing towns, could be undertaken effectively by a larger administrative unit there are some that would have to be administered locally. Centralized administration of all local services for the towns is made difficult by the fact that they are small and widely separated. This is a very different situation than that existing in the south where the urban units are generally much

larger and are virtually side by side, thus making centralized administration by a larger unit not only possible but practicable.

In view of the foregoing the governmental requirements of this northern part of the Area differ from the needs of the urbanized south. However, the principal requisite is for a single county to which all responsibilities presently discharged by the various municipal units should be assigned. In addition, certain urban-type responsibilities should be assigned by the county back to each of the towns for administration. *It is therefore recommended that these objectives be achieved through the establishment of the Rural County of Peel-Halton with responsibility for all functions currently administered by the existing municipalities and counties.* The only exception to this is in the case of the administration of justice and registry office functions which are dealt with separately in this chapter.

The principal responsibilities which would be immediately administered by the proposed Rural County of Peel-Halton include the following:

Planning	Welfare
Roads	Garbage Disposal
Welfare	Debt management
Parks	Parks
Assessment	

The towns of Georgetown, Acton, and Milton and the Village of Bolton should be regarded as urban service areas and the Rural County of Peel-Halton empowered to charter them as such and to assign responsibility to an elected public service commission in any such area for the local administration of any or all of the following services:

Water supply and distribution;
Sewage disposal and collection;
Garbage collection;
Zoning (with the requirement that zoning be in accordance with the County Official Plan);
Road and street maintenance;
Fire protection;
Police;
Recreation.

A tax rate should be levied for all county services. In the case of the urban service areas an additional rate must be levied to cover the cost of locally-administered services. The collection of taxes for all purposes will be undertaken by the County although the rate for the urban service areas should be set by the local public service commissions.

It is appreciated that the urban service areas have, in the main, been designated as towns for a great many years and there may well be a certain amount of attachment to this term. There can be no particular objection to their continuing to be designated as such although the limits of their duties and responsibilities would be as set out in their charter from the county and not as provided for towns as such under the *Municipal Act.*

The four urban service areas are Acton, Georgetown, Milton and Bolton. It is recommended that the charters enacted by the County provide for the establishment of elected public service commissions of three members each—a chairman and two other members—to assume responsibility for the administration of purely local services. To provide a close link between the County and these local public service commissions it is recommended that elections for both the public service commission and the County Council be consolidated. In other words an individual should be required to run for the dual office of chairman of the public service commission and also as county councillor. This would apply particularly to Acton and Bolton, each of which is entitled to one County Councillor. In the case of Georgetown all three members of the local public service commission should also run for the three seats on the County Council which have been allocated to Georgetown. With respect to Milton this procedure would be applicable to the chairman and one other member.

Executive Committee

It is also recommended that an Executive Committee be established by the County Council with powers similar to those already recommended for the proposed Urban County of Mississauga. This Executive should comprise the mayor as chairman and two councillors elected by the Council. However, to preserve the urban-rural balance one member of the Committee should be a representative of a rural district and the other of an urban service area.

Representation

Representation on the council of the proposed Rural County of Peel-Halton requires a basis which will ensure that both the rural and urban interests are adequately represented. To this end *it is recommended that a council of fourteen members—a mayor elected at large and thirteen councillors elected to represent designated districts or wards—be established. Comments and the recommendation with respect to the veto power of the mayor indicated previously for the proposed Urban County of Mississauga are also applicable here.* The districts or wards suggested together with the number of representatives from each are as follows:

District or Ward	*Number of Councillors*	*Population (1964)*
Urban		
1. Acton	1	(4,295)
2. Georgetown	3	(11,374)
3. Milton	2	(6,165)
4. Bolton	1	(2,075)
Rural		
1. Albion	1	(3,400)
2. Caledon and Caledon East	1	(4,562)
3. Chinguacousy[a] and Toronto Gore	2	(7,727)
4. Esquesing and Nassagaweya	2	(9,479)
	13	(49,077)
Mayor elected at large	1	
	14	

(a) Estimated population only.

The foregoing scheme of representation provides for each Councillor to represent approximately 4,000 persons with the mayor being elected at large. The term of office, review of representation and emolument should be consistent with that of the Urban County of Mississauga.

Administrative Organization

As the range of services required and the population to be served in the proposed Rural County of Peel-Halton are much more limited than in the more extensively urbanized and more densely

populated southern half of the Area the administrative organization necessary will also be more limited. In the beginning, at least, departmental organization can be confined to the functions indicated by the suggested titles of the following principal officers:

1. Director of Assessment
   Responsible for the preparation of the assessment roll for the entire county.

2. Director of Public Works
   Primary responsibilities would be for road construction and maintenance. Consideration might be given to ascertaining the practicability of providing necessary engineering services with respect to water and sewage services in the urban service areas.

3. Director of Planning
   Responsible for preparation of an official plan for the County and also the preparation of land use plans and zoning by-laws for urban service areas and any other parts of the County where development of any sort is to be permitted.

4. Director of Finance and County Treasurer
   All accounting and revenue collection operations should be the responsibility of this office. In addition the preparation and subsequent administration of the annual budget and debt management should be assigned to this department.

5. Medical Officer of Health
   Responsibility for all public health services should be allocated to this office.

6. County Clerk and Chief License Officer
   Should be assigned responsibilities similar to those indicated for the same position in the proposed Urban County of Mississauga.

Consideration will also need to be given to the administrative arrangements necessary for fire protection service, public welfare and police. In the case of the latter contract arrangements might be worked out with the Ontario Provincial Police. Possibly a full-time county fire marshal will be necessary to develop the firefighting service and it may also be necessary to appoint a full-time welfare officer. In addition, consideration should be given to the desirability

of establishing the office of Commissioner of Administration for reasons similar to those expressed with respect to the administrative structure of the proposed Urban County of Mississauga. In these areas a more detailed examination will be necessary to determine the administrative organization considered most appropriate.

Local Boards and Commissions

There should not be any great need for the establishment of local boards or commissions in the Rural County of Peel-Halton. If it is decided to establish a county *police force* rather than enter into contractual arrangements with the Ontario Provincial Police a Board of Commissioners of Police would no doubt need to be established.

In the case of *hydro distribution services* local hydro-electric commissions currently exist only in the Village of Bolton, the Town of Acton, the Town of Georgetown and the Town of Milton. The townships purchase electricity direct from Ontario Hydro. There would not appear to be any point in consolidating the existing local hydro-electric commissions in the urban service areas because of their relatively small size and the distance between each community. The present arrangements could therefore be continued under the new municipal structure.

The matter of a library service for the Rural County of Peel-Halton raises another set of considerations. At present, library boards are established only in the Towns of Milton, Georgetown and Acton but none is large enough to employ full-time staff and presumably the necessary administrative and book circulation functions are carried out either by volunteers or part-time staff or a combination of both. There is no library service provided in any of the rural municipalities.

There would appear to be a need to improve the library service throughout the area of the proposed Rural County of Peel-Halton. If this is to be accomplished *it is recommended that the existing library boards be abolished and the public library service made a direct responsibility of the County and administered as a department within the regular governmental structure. However, in order to retain citizen interest in the library service and to advise on needs throughout the County consideration should be given to the appointment by the Council of a citizens' library advisory board for these purposes.*

Administration of Justice and Registry Office Functions

The Municipal Act[1] requires that "the corporation of every county shall provide and maintain a county court house and a county jail". Very little discretion is permitted the county with respect to the manner in which the court house and the jail are to be maintained. In the case of the jail, for example, the *Act* requires that it shall be provided and maintained in conformity with *The Jails Act*[2] and to the satisfaction of the Lieutenant Governor-in-Council. Similarly, there are detailed provisions in *The Municipal Act* concerning the care and maintenance of the court house and the provision of necessary facilities and equipment.

Specific directives are also given to a county to ensure that the costs of the administration of justice are paid promptly and without question. *The Administration of Justice Expenses Act*[3] requires that after the administrative expenses of collecting the rates and taxes imposed in the county are paid, the Treasurer is then required to pay the amount certified as payable by the county "in preference to all other charges" in a specified order as follows:

(1) the fees of professionals, the coroner and jailer;
(2) repair and maintenance costs of court house or jail;
(3) the accounts of public officers and officers of the Court of General Sessions of the Peace; and
(4) the sums payable for any other purposes connected with the administration of justice.

The foregoing are but illustrative of the type of directives given to counties with regard to their obligations for court houses and jails. While it may have been necessary and desirable in the past to require local participation in the administration of court facilities and jails it is difficult to discern any real reason for the continuance of this practice except simply the strength of historical tradition. Even if county municipalities had real autonomy with respect to the administration of justice it would still be difficult, if not impossible, to find justifiable support for making this a function of local government to be paid for from local property tax levies.

[1]R.S.O. 1960. c. 249, s. 355(1).
[2]R.S.O. 1960. c. 195, s. 6.
[3]R.S.O. 1960, c. 5, s. 27.

Concomitant with the establishment of the Urban County of Mississauga and the Rural County of Peel-Halton *it is recommended that the responsibility for the administration of justice be assumed by the Province of Ontario.* In this connection the Review concurs with the recommendation contained in the Report of the Select Committee of the Legislative Assembly of Ontario in 1954:

> "In view of all the disadvantages of the existing system of local participation in jail affairs, it is most illogical to require local authorities to maintain any direct connection whatever with the jails."[1]

Counties are also required to operate and maintain an office for the registration of the ownership of land: see, for example, the provisions of *The Registry Act*.[2] As in the case of the administration of justice there is little if any discretion permitted to the County Council. This function is one which can be carried out more appropriately by the province. *It is therefore recommended that this responsibility not be assigned to the two proposed counties but be assumed by the Province of Ontario.*

Designation of Tax Areas

In the proposed urban county of Mississauga there are substantial areas of land still utilized for agricultural purposes. In many instances it will be some considerable time before such land is removed from cultivation and put to other uses. Meanwhile, the owners of land devoted to agricultural uses do not demand many urban-type services. There is, therefore, a need to recognize the level of services provided within the tax structure. This has been accomplished in the present Towns of Burlington and Oakville by the application of a different rate to agricultural lands than is applied to urban areas. Under such an arrangement the owners of agricultural land pay a tax levy which covers those services that they actually receive or benefit from. *It is accordingly recommended that provision be made in the implementing legislation for the establishment of urban and rural tax areas by the proposed Urban County of Mississauga and similar in principle to the provisions contained in special legislation already applicable in Burlington and Oakville.*

[1]See: Ontario Legislative Assembly. *Report of the Select Committee Appointed . . . to Study and Report on Problems of Delinquent Individuals . . .* Toronto. March 8, 1954, p. 147.
[2]R.S.O. 1960, c. 348, s. 6.

The Position of Burlington

It is necessary to comment at this stage with respect to the inclusion of the Town of Burlington in the proposed Urban County of Mississauga. During the course of undertaking this Review some uncertainty was experienced as to whether Burlington more properly belonged in the Hamilton area or whether it could be included within any reformed municipal structure in the Area. This uncertainty as to the position of Burlington was also expressed in the Town's own submission to this Review which suggested that the position of Burlington could be better ascertained when a similar Review had been undertaken in the Hamilton and County of Wentworth area. Two factors eventually helped to resolve the uncertainty on the part of this Review and led to the recommendation for the inclusion of Burlington in the proposed Urban County of Mississauga. These factors are the following:

(1) Burlington has a substantial orientation towards the other municipalities to the east and within the southern part of the Area and this orientation is likely to increase in the years ahead. (See Chapter I for data with respect to traffic movements from home to place of employment); and

(2) Burlington has no dependence on Hamilton or any part of Wentworth County for physical services such as water and sewerage and, in fact, Burlington is in an entirely separate drainage area.

While these factors helped to tip the balance for this Review in favour of including Burlington in the proposed new urban county, it is recognized that the case for inclusion may not necessarily be conclusive.

In considering the position of Burlington attention must be directed toward the problem created by the Village of Waterdown and the Township of East Flamborough located in the County of Wentworth immediately to the west of Burlington. Waterdown and a substantial portion of East Flamborough are in the Burlington drainage area and will eventually require access through Burlington to Lake Ontario for services. The Burlington submission has described the emerging problem in this area as follows:

> ". . . Waterdown has just recently constructed a sewage treatment plant which will dump its effluent into the Grindstone Creek. The Grindstone is a fairly small creek and there will be pretty rigid

limits as to how far this can go without creating problems. An apartment-house development has begun in Waterdown and it is not difficult to foresee that there may be real difficulties in the future for which the only ultimate solution will be the bringing of services from the Lake or the Harbour. Some urbanization is taking place in the southerly part of the Township of East Flamborough on septic tanks and public health problems will arise in the future which may force their inclusion in such servicing."

While no detailed examination of this problem has been made *it is recommended that consideration be given to the possibility of the inclusion of the Village of Waterdown and part of the Township of East Flamborough with Burlington in the proposed Urban County of Mississauga.*

Implementing Legislation

It might be possible to bring about the establishment of the Urban County of Mississauga and the Rural County of Peel-Halton under the provisions of *The Municipal Act* and other relevant legislation by the inclusion of appropriate amendments. However, it is believed that reliance on this approach could make it difficult for all concerned to establish the relevant powers and duties assigned with ease and precision. It would make for greater simplicity and ease of understanding in the establishment of these new structures if the necessary legislative authority were set out in a special Act. As a consequence, *it is recommended that consideration be given to the adoption of a special Act which would define the powers and responsibilities assigned to these new municipal units. Such legislation should contain provisions with respect to the establishment of tax areas as recommended above and also for the continuance of special agreements currently existing between land developers and municipalities, e.g. the Township of Chinguacousy and Bramalea Consolidated Developments Ltd.*

CHAPTER V

NEW EDUCATION JURISDICTIONS

In the field of education the chief concern of this Review has been confined to examining the current arrangements in the Area with a view to recommending ways in which they might be improved. The aim has therefore been to suggest an organizational structure which would be consistent with the present and predicted settlement pattern and with boundaries which were co-terminous with those of the proposed municipal structure as set out in Chapter IV.

As previously mentioned in Chapter III, the present organizational structure rests on a multiplicity of jurisdictions, a total of 20 in number. This multiplicity may be attributed to at least the following factors:

(1) *The historical development of public education in Ontario.* The Province of Ontario has a long tradition of separate administration of elementary and secondary education. (See Chapter III for a discussion of this point.)

(2) *The existing jurisdictions typify to a degree the present clashes between urban and rural development in the Area.* The lakeshore communities have established boards of education with varying degrees of control over elementary and secondary education. The urban municipalities of Milton, Georgetown and Acton have separate administrations for the two levels. The rural areas, whose jurisdictions for elementary education are co-terminous with municipal boundaries, are nevertheless located in high school districts which bear little or no relation to municipal boundaries.

(3) *Topography is also a causal factor in the multiplicity of jurisdictions responsible for the education of Peel and Halton children.* For example, the terrain and road pattern in the western portions of Caledon TSA would favour the transporting of children to the relatively small Erin High School rather than to the larger Orangeville and Bramalea schools.

(4) *The irregular size of high school attendance areas is another factor.* The high school attendance areas of Acton and Milton do not at the present time yield sufficient pupils to support schools of the minimum size of 1,000 recommended by recent government policy. Orangeville District High School is in a similar position. Even though its attendance area includes most of Caledon Township and part of Albion Township, the school only had an enrolment of 755 in September, 1964.

(5) *Clashes of local interests have apparently influenced the maintenance of certain jurisdictions.*

The multiplicity of jurisdictions is geographically most marked at the secondary level where jurisdictional boundaries are not necessarily co-terminous with township or county areas. Thus, most pupils in northern Peel County (the largest section in either county) attend either Orangeville or Central Peel secondary schools, while the remnant is shared among Erin and Alliston boards. The only high school located in the "rural" portion of northern Peel County is at Bramalea. On the other hand, the much smaller townships of Esquesing and Nassagaweya in northern Halton County share with three municipalities the facilities of three high schools, only one of which approximates the minimum size recommended by the Ontario Department of Education.

The nature and quality of the educational service provided by these several jurisdictions varies considerably. In some cases, this is the result of the small enrolment in the school or schools in the jurisdiction. For example, several of the secondary school districts are much too small to provide the three "streams" of academic, technical and commercial education. Central Peel is the only "rural" board large enough to provide the complete Robarts Plan in all grades.

Variations in service must also be seen as resulting from differing values in the local communities. The fact that Central Peel's current expenditure per pupil is so much higher than that in the other northern secondary jurisdictions is likely influenced by the

predominance of Brampton-Bramalea in the high school district. Central Peel is a relatively wealthy area but it also has the highest mill rate of any secondary district in the Area.

Preliminary Considerations

A substantial portion of the Area is located between Metropolitan Toronto and the City of Hamilton. No proposal is here being entertained that the educational administration of the lakeshore areas should in any way be merged with either that of Toronto or of Hamilton. But urbanization, plus the planned improvements in commuter transportation along a NE-SW axis parallel to the lakeshore, immediately prompt consideration of the differences between the rural and urban sections of the two counties. It must be assumed that the present distribution of urban and rural settlement will remain *substantially* the same. In other words, the northern districts will be predominantly rural except for urban enclaves such as Georgetown and Milton, while the lakeshore area will be blanketed by an urban pattern which will penetrate northwards through Streetsville to the Brampton-Bramalea district.

Legislation adopted in 1964 (Bill 54)[1] established the township as the basic public school unit in 1965. The policy of the Department of Education is now to encourage the formation of county or district school areas having enrolments of at least 3,000 pupils or, where this is not feasible at the time, to encourage the formation of areas which will serve as large a school enrolment as possible. A system containing 3,000 public school pupils should make possible a secondary school of 1,000 pupils.

Through the courtesy of local public school inspectors, consultants retained by the Review were able to visit the counties of Grey and Peterborough in order to discuss at first hand the various aspects of amalgamation and consolidation. In the former county, the South East Grey District Board of Education was established through the amalgamation of 4 TSA and 3 village public school boards into the Grey County School Area No. 1, whose boundaries were made coterminous with those of the South East Grey High School District. The three existing high schools at Flesherton, Markdale and Dundalk had September, 1964 enrolments of only 214, 259 and 209 respectively. The absence of vocational courses in these small schools

[1] *An Act to Amend the Public Schools Act*, Statutes of Ontario, 1964, c. 95, s. 13 and s. 40.

meant that many pupils had little incentive to proceed further with their education. Only 50 per cent proceeded to high school. The new jurisdiction contains approximately 1,400-1,500 public school pupils and 800 high school pupils. The new high school to be erected at Flesherton will initially accommodate 950 pupils but it is expected that extensions will soon be necessary in order to accommodate a total of 1,500 pupils.

Consolidation in Peterborough County has been confined to rural public school areas beyond the limits of the City of Peterborough. The Peterborough County School Area came into being on January 1, 1966 through the joining of 12 townships and 3 incorporated villages for public school purposes. The current plan involves 3 distinct phases: (1) The closing of small schools and the accommodating of the pupils therefrom in nearby existing schools where additions will not be necessary. (2) The closing of small schools and the accommodating of pupils therefrom in existing schools that will require additions. (3) Re-arrangement of classes in present schools.

The Peterborough experiment is of notable interest because it involves a variety of school sizes. Furthermore, it has linked under one jurisdiction the small, scattered schools of the northern portions of the county (an area of lakes, forest and irregular settlement) with the larger and more numerous schools of the southern farming regions of the county. Adequate evaluation of this plan will require a longer period of time but its initial success would suggest that environmental contrasts need not preclude the establishment of a single educational authority. This matter is pertinent to the recommendations contained herein for the provision of education in the northern sections of Peel and Halton counties.

One other matter has received preliminary consideration, namely, the internal reorganization of the Ontario Department of Education. The abolition of the former divisions between elementary and secondary education is partly a recognition of the fact that a basic schooling in Ontario is no longer confined to the elementary grades. This fact would receive much stronger recognition in urban and rural areas if the elementary-secondary divisions, reinforced by the existence of separate elementary and secondary jurisdictions, were to be replaced by single boards of education controlling all levels of public schooling.

Unless the province were prepared to equalize the financial grants at a higher level than is now the case, any attempt by a regional

authority to equalize education in its rural and urban districts would probably be neither a popular measure nor a wise educational policy.

In the light of the foregoing considerations and the proposed municipal division between north and south—the Urban County of Mississauga and the Rural County of Peel-Halton—*it is recommended that educational jurisdiction be assigned to two completely separate authorities without any attempt to equalize throughout the whole Area by means of a two-level regional system. This means that*

- *in the northern part of the Area educational jurisdiction should be exercised through a single, elected, one-level board of education, the boundaries of which would be co-terminous with those of the proposed Rural County of Peel-Halton;* and
- *in the southern, urbanized part of the Area educational jurisdiction should be assigned to a single, elected, one-level board of education, the boundaries of which would be co-terminous with those of the proposed Urban County of Mississauga.*

For the purposes of identification these proposed county boards of education will be referred to hereinafter by the following designations:

The Board of Education of the Rural County of Peel-Halton;
The Board of Education of the Urban County of Mississauga.

It should be appreciated that none of these recommendations would prejudicially affect the structure of separate school jurisdictions.

The Board of Education of the Rural County of Peel-Halton

Current boundaries of public elementary school jurisdictions are co-terminous with township or urban boundaries. However, the high school jurisdictions radiate out into the rural areas from the towns in which the high schools are located. The boundaries of high school attendance areas are therefore rarely co-terminous with municipal ones, the sole exception to this being the Brampton attendance areas. As a result, the northern areas of Peel and Halton counties contain an almost chaotic profusion of overlapping elementary and secondary school jurisdictions, the effect being compounded by the uneven distribution of towns (and thus high schools) through the area. For example, northern Peel County has four elementary

school jurisdictions[1] but it also has four secondary school jurisdictions of which three are extensions from neighbouring counties. On the other hand, the much smaller northern section of Halton County contains three secondary school jurisdictions, none of which extends beyond the county line. Clearly, *the first task in the northern county must be to rationalize the boundaries of the elementary and secondary school jurisdictions.*

In recommending an administrative structure for education in the northern county, this Review has adopted the principle that a Board of Education with full jurisdiction over public elementary and secondary education in the Area will not only provide more effective administration but will also emphasize the fact that an elementary education alone is no longer the normative form of public education in the province.

It is also recommended that a Director of Education be appointed with full administrative responsibility for implementing the decisions and policies of the Board of Education.

Because of the sparser settlement and small urban centres in the northern county a two-level structure cannot be considered applicable here. Any conceivable division into areas would result in jurisdictions with neither the enrolment nor the resources to permit the provision of a desirable level of service. Furthermore, the uneven distribution of settlement in the northern county indicates the need for the equalization of educational opportunities throughout the county. This can only be achieved through the establishment of a single large-area jurisdiction encompassing the whole of the northern county and invested with all powers which normally reside in a complete board of education.

It must be noted that the proposed Board of Education of the Rural County of Peel-Halton will be faced with three problems regarding secondary education. These are as follows:

(a) Following the establishment of the Board of Education of the Urban County of Mississauga the northern portions of the present Peel County would forfeit control of Bramalea Secondary School which is at present administered by Central Peel DHSB. It is to this school that most pupils in northern Peel County south of the escarpment proceed for their secondary education.

[1]Caledon TSA, Albion TSA, Toronto Gore TSA and Chinguacousy TSA.

A sudden withdrawl of rural pupils from Bramalea Secondary School would not only necessitate the building of a new high school in the rural area, but could create vacant accommodation at the Bramalea school. By transferring pupils on the southwestern edge of what is at present Chinguacousy Township to the Georgetown high school attendance area, and purchasing education at Bramalea School from the new Board of Education of the County of Mississauga for those pupils coming from what is now northern Peel County, the northern county board of education could thus obviate the need for the immediate erection of a new high school. It would allow the vacancies created at Bramalea by the transfer of some pupils to Georgetown to be gradually filled by the rising local (Bramalea) secondary school population.

Table XV, contains an estimate of the total school enrolment in the proposed rural county. It shows clearly that Chinguacousy would be the area affected most by a change of boundaries. The loss to Mississauga of its three (soon four) Bramalea schools plus an estimated half of the enrolment at Huttonville school would reduce the township's September, 1965 enrolment by 66.56 per cent. It has been estimated that 700 of the 1,183 pupils at Bramalea Secondary School come from Chinguacousy rural area. This hypothetical figure is just over half the current township public school enrolment

TABLE XV

ESTIMATED SCHOOL ENROLMENT IN THE PROPOSED RURAL AREA BASED ON SEPTEMBER, 1965 DATA(1)

	Elementary		Secondary	
Halton-Peel Enrolment 1965		55,042		20,589
Less				
Burlington (Excludes 1 P.S.)	10,529		4,405	
Oakville	9,081		3,857	
Brampton (Includes 2 Central Peel H.S.)	6,267		2,146	
Bramalea (Portion of 1 Central Peel H.S.)	—		500	
Chinguacousy TSA (3 Bramalea + ½ Huttonville P.S.)	2,009		—	
Port Credit	949		—	
Streetsville	1,256		—	
Toronto Township	15,751		6,768	
Total Subtraction	45,842	45,842	17,676	17,676
Rural County Enrolment	—	9,200	—	2,913

(1) Source: *Ontario Institute for Studies in Education*

less the 1,808 pupils enrolled in the three Bramalea public schools at present under Chinguacousy jurisdiction. Therefore the transfer of Bramalea Secondary School to the Mississauga urban administration would remove only 500 pupils from the proposed rural area.

(b) Any decision to build a new high school in what is now northern Peel County must influence enrolments at Orangeville District High School. According to latest figures, Orangeville DHSB accepts 175 pupils from Caledon Township and 47 from Albion Township.

It is doubtful whether a new high school of sufficient size could be erected without extending the attendance area to include at least Caledon Township. On the other hand, the September, 1964 enrolment at Orangeville High School was only 755. To subtract from this figure as many as 175 Caledon Township pupils would be to place the Orangeville enrolment far below the minimum of 1,000 recommended in recent statements of government policy.

From an educational point of view, this perhaps illustrates the disadvantages of reorganizing counties on a piece-meal basis rather than on the basis of a wider vision.

(c) The northern county board will also have to examine the problem of the three high school districts of Milton, Acton and Georgetown. Only Georgetown has a secondary school enrolment exceeding the suggested minimum. Milton's September, 1965 enrolment was only 754 but this represented a 14.51 per cent rate of growth during the years 1960-1965. The September, 1965 enrolment at Acton District High School was only 413, of which no more than 50 were enrolled in vocational courses. Acton's rate of growth of 4.78 per cent was lower than the provincial average of 5 per cent.

The northern county board might well conclude that the school population in the western portion of its jurisdiction does not warrant the maintenance of three high schools.

Representation

The trustees of the proposed Board of Education of the Rural County of Peel-Halton should be elected on a basis which ensures representation from all important parts of the County—both rural

and urban. To this end *it is recommended that school trustees be elected to the Board of Education from the same districts proposed for the election of members of the Council of the Rural County of Peel-Halton.* This would provide for the direct election of thirteen trustees as follows:

District or Ward	*Number of Trustees*	*Population (1964)*
Urban		
1. Acton	1	(4,295)
2. Georgetown	3	(11,374)
3. Milton	2	(6,165)
4. Bolton	1	(2,075)
Rural		
1. Albion	1	(3,400)
2. Caledon and Caledon East	1	(4,562)
3. Chinguacousy (a) and Toronto Gore	2	(7,727)
4. Esquesing and Nassagaweya	2	(9,479)
	13	(49,077)

(a) Estimated population only.

The chairman should be elected by the trustees from among their own membership. Representation on this proposed Board of Education will also be required from separate school authorities and this will need to be accomplished in accordance with the provisions of the relevant legislation and the membership of the Board expanded accordingly.

The Board of Education of the County of Mississauga

The area embraced by the proposed Urban County of Mississauga is relatively large by comparison with either Metropolitan Toronto or Hamilton and urban settlement is not uniform across its surface. Substantial sections are still predominantly rural. However, the school system which has evolved is serving a population that is almost completely urban.

The existence of vocational schools in the Township of Toronto, composite schools in Central Peel and Oakville, and specialized secondary schools in Burlington, which offer particular programmes or groups of subjects, could be interpreted as reflecting substantial differences in educational policy as between the various existing

education jurisdictions. Such an interpretation has been suggested to the Review in support of the need to maintain separate boards of education in such areas as Burlington, Oakville, Toronto Township and Central Peel. However, this Review is more inclined to the view that these differences more clearly represent the response of existing education jurisdictions to the needs of an urban school population at the present stage of their development. The differences which currently exist are not substantial and are conditioned by such factors as available resources and the size of the area and population of each jurisdiction. Most important is the fact that these education jurisdictions are serving an urban population whose ultimate requirements in any part of the Urban County of Mississauga are substantially the same.

The retention of area or district boards of education leads inevitably to consideration of the possibility of a regional board which would mean a two-tier education structure. In this connection the submission received from representatives of the Affiliates of the Ontario Teachers' Federation from the Area is of particular interest. It contained the following proposals:

(a) the consolidation of the two counties under a single regional government with decentralized district governments;

(b) the integration of public and secondary education;

(c) the making of district educational boundaries co-terminous with municipal boundaries;

(d) the district education boards should have power to establish the mill rate without revision by any other authority and should have full control of educational policy;

(e) the district boards should be subdivided into wards for electoral purposes with each ward having an area capable of producing a maximum of 5,000 secondary school pupils to be educated in a minimum of four secondary schools;

(f) the district boards should be represented on a regional education board by two of their members nominated for that purpose.

(g) the regional board should provide and maintain equal educational opportunity in the Area, appoint all regional administrative personnel and be responsible for the building, operation and maintenance of schools for exceptional children; and

(h) the regional board should also be responsible for all capital outlays, all present debentures and extra expenditures required to raise a district to the regional standard, and be empowered to strike a mill rate to cover 100 per cent of capital expenditures and special regional programmes as well as 90 per cent of the educational programme of the whole region.

The question of municipal structure has already been dealt with and the principle of the integration of elementary and secondary education has been accepted by this Review. Consequently, the remaining important points raised in the teachers' submission deal with the establishment of a two-level education structure. For reasons already indicated in the preceding section dealing with the recommendation for the establishment of the Board of Education of the Rural County of Peel-Halton it was not considered desirable to equalize educational requirements throughout the entire Area and two boards of education were therefore proposed—one for the north and the other for the south. It remains therefore to consider whether or not a two-level education structure could be made applicable to the southern part of the Area.

The core of the difficulty with respect to a two-tier educational structure may be found in attempting to define the respective roles of the local or district boards and the regional or area-wide board. This difficulty is well illustrated in the teachers' proposals where, in (d) above, it is recommended that the district education boards have power to levy a mill rate without revision and also have full control of educational policy. When contrasted with the responsibility assigned to the regional board, as set out in (h) above, to strike the mill rate for all capital requirements and 90 per cent of the total educational programme, the position of the district boards becomes virtually meaningless. If, on the contrary, the position of a regional or area-wide board of education was diminished in order to enhance that of the district boards, it would hardly serve any useful purpose. In the opinion of this Review any attempt to establish a two-level education structure makes inevitable one or the other of the foregoing results. As a consequence the two-level concept is considered inapplicable to the southern part of the Area. Hence, *the recommendation of this Review for the establishment of a single Board of Education for the Urban County of Mississauga.*

Representation

It is essential that election of trustees to the Board of Education represent the various areas of the County. For this purpose *it is recommended that trustees be elected to represent the same districts proposed for the election of members of the Council of the Urban County of Mississauga.* The Board of Education should therefore consist of eighteen trustees elected as follows:

	Districts	*Number of Trustees*	*Population (1964)*
1.	Toronto Township, Port Credit and Streetsville	7	(89,073)
2.	Brampton and Bramalea (a)	3	(34,784)
3.	Burlington	4	(54,864)
4.	Oakville	4	(48,523)
		18	(227,244)

(a) Estimated population only.

The Chairman of the Board should be elected by the trustees from amongst their membership. It will also be necessary to provide for representation from the separate school authorities in accordance with the requirements of the Education Act.

Administration

It is recognized that a somewhat compelling reason advanced by educational administrators in favour of a two-level education structure is that the retention of district boards may provide a better climate for innovation. The improvement of education is, quite properly, regarded as a most important goal. To attain any degree of improvement it is obviously necessary to have the type of organization which will not inhibit change and innovation. Thus, if a two-level education structure with, say, four district boards was established for the Urban County of Mississauga, it could and has been argued that it will permit the implementation of four times as many innovative ideas as would one board. The logical conclusion of this argument is that with the profusion of boards the greater are the chances of developing and implementing innovative ideas.

Maintenance of a climate favourable to educational innovation does not require the continuance of separate district boards but rather the development of the kind of administrative organization that permits maximum participation in the decision-making process.

In developing an administrative organization under the proposed

Board of Education for the Urban County of Mississauga there would be a natural tendency to establish this in the usual hierarchical fashion, frequently referred to as the "pyramidal" system. Thus, there would be a Director of Education as the chief officer. When the work load of such an officer becomes onerous, as inevitably is the case in any expanding organization, he is usually provided with one or two assistants. When their duties mount, assistants are also provided for them. With each such appointment the decision-making process becomes more removed from the actual scene of operations. It is the effect of this type of organizational development which worries educational administrators and teachers for it can inhibit innovation by creating an atmosphere wherein new ideas do not always receive a warm reception. But such a development is not entirely inevitable.

The most important reason for consolidation of education under a responsible board of education is to consolidate finance and to provide the resources necessary for the varied educational opportunities required for an expanding school population in a rapidly changing society. Centralization is necessary to achieve these broad objectives but it, perhaps, need not be carried to the point where it includes all functions associated with education.

There is the need for a measure of administrative decentralization, particularly with respect to the instructional function, in order to avoid the inhibiting effects on the innovation of educational improvements which could result from the rigidity of a completely centralized administrative organization. As a consequence the administrative organization necessary for the proposed Board of Education for the Urban County of Mississauga should be developed along lines which would require centralization of certain functions, e.g., finance, school construction, etc., but which would also permit a considerable measure of administrative decentralization with respect to instructional matters.

The basis of how the foregoing might be achieved was set out in a brief submitted to the Royal Commission on Metropolitan Toronto by the Board of Education of the Village of Forest Hill.[1] The basic form of the plan proposed is described in the brief as follows:

> "The heart of the matter is that consideration should be given to the establishment of a series of area school divisions within

[1]See also McCordic, Wm. J. "Metro's Dilemma in Public Education". (Vol. VII, No. 4). *Canadian Public Administration.* (December, 1964). pp. 464-478.

the larger school system . . . Each area division should be relatively self-contained and headed by a divisional director of education who would report directly to the office of an official known as the Senior Director of Education. This latter official would be the chief executive officer for the entire larger school system. Within each area division the coordination and leadership of all schools, both elementary and secondary, would be the responsibility of the divisional director of education. His staff would include specialists in in-service development, in curriculum, in psychological and other pupil personnel services and the like. As far as possible (and especially in instructional matters as opposed to business and financial matters, which are more readily centralized) each area division would be so staffed and structured as to offer complete school services for its area, responsive to its own area, and probably differing in many matters of detail from adjoining area divisions. The role of the central office would be a coordinating and overall policy role, with substantial areas of freedom residing in the divisions."

The implementation of this type of organization can be achieved by creating four administrative divisions, each headed by an Associate Director of Education. These four administrative divisions can be the areas of Burlington, Oakville, Toronto Township (including Port Credit and Streetsville) and Central Peel (Brampton and Bramalea). While each Associate Director of Education would report to the Director of Education for the entire County the role of the latter would be more that of a coordinator concerned primarily with overall policy. The Associate Directors would have considerable operating freedom, particularly with respect to instructional matters. It is recognized that such a plan requires more detailed examination in order to implement and only the principle can be dealt with here. In the opinion of this Review it furnishes a working principle for the development of an administrative organization which would avoid the rigidity inimical to educational innovation and experimentation about which administrators and teachers in large educational systems frequently complain.

Organization theory has undergone marked changes during the past half-century. Early studies of organization theory and practice pointed up what subsequently became known as "scientific management". The goals of an organization—the job to be done—received primary emphasis. Under such a concept employees were considered

as interchangeable parts and the attitudes or motivations of people were thought to have little bearing on the functioning of an organization. It came to be accepted that the effectiveness of an organization depended almost entirely on the clear delineation of lines of authority and the employment of personnel in sufficient numbers to carry out specific tasks precisely as these were laid out.

The principal defect of this theory of organization lay in its failure to recognize the needs of people—that people also have personal goals and needs which must be satisfied through their employment in an organization. Recognition of the foregoing led to organizational practices which placed major emphasis on the needs of people. This, too, proved to be defective because it de-emphasized leadership and overlooked the necessity of meeting organizational objectives. Contemporary organizational theory now recognizes the fact that the objectives of an organization and the goals of its personnel must *both* be satisfied if effective organization is to be achieved.

In the field of education the needs of personnel include their ability to participate in the decision-making process at the various levels established. The facilitation of such participation virtually guarantees a favourable climate for innovation. Thus, the general administrative structure proposed for the Board of Education of the Urban County of Mississauga attempts to meet this need while, at the same time, ensuring that the objectives of the organization can also be secured.

CHAPTER VI

EPILOGUE

This Chapter contains additional observations and recommendations with respect to: planning administration; general land use assumptions; water and sewerage servicing policies; implications for municipal finance; and the proposed municipal structure. Some aspects of certain of these matters have been dealt with previously.

Planning

A basic assumption underlying the recommendations set out in this Report has to do with the broad land use pattern of the Area. At present and in the foreseeable future urban growth should be confined within the area delineated for the proposed *Urban County of Mississauga.*

The proposed *Rural County of Peel-Halton* is essentially rural and agricultural in character with small pockets of urbanization contained within the existing towns and villages.

The boundaries of each of these proposed new county municipalities constitute planning areas subject to the direct jurisdiction of the county government proposed for the northern and southern parts of the Area. In other words, the boundaries of the two planning areas will be co-terminous with the municipal boundaries.

However, two important factors must still be dealt with and these are:

(1) the question of general control of the land use pattern indicated;

(2) the role of the Metropolitan Toronto Planning Board.

At present the following municipalities come under the jurisdiction of the Metropolitan Planning Board:

Township of Toronto

Town of Port Credit

Town of Streetsville

Township of Toronto Gore.

During the public hearings held by the Royal Commission on Metropolitan Toronto suggestions were made for the extension of the Metropolitan Planning Area to include in addition to the municipalities already indicated the Town of Brampton and part of Chinguacousy Township. The Report of the Commission did suggest the further extension westward of the jurisdiction of the Metropolitan Toronto Planning Board largely for the reason that adequate planning machinery did not exist. In this connection the Commission recommended as follows:

> "With respect to extension of the Metropolitan Planning Area, reference has been made to recommendations by the Metropolitan Toronto and Region Conservation Authority and by Toronto Township that the Town of Brampton and part of Chinguacousy Township and vicinity, on the outskirts of the Planning Area, should be added to it. This was also suggested by the Ontario Municipal Board in its decision on the application by Brampton for annexation of parts of the Township. Considering the potential impact of further development in Brampton and Chinguacousy, which would require the extension of water and sewer services from Lake Ontario through Toronto Township, I am of the opinion that, in the absence of other regional planning machinery, the area covered by Brampton and its vicinity should be included in the Metropolitan Planning Area."

The proposals contained in this Review for municipal consolidation and for the designation of the two proposed municipal units as planning areas go a long way toward remedying the deficiency in planning machinery noted by the Royal Commission on Metropolitan Toronto. No worthwhile purpose is likely to be served by continuing the jurisdiction of the Metropolitan Toronto Planning Board over part of the Area. As a consequence, *it is therefore recommended that those parts of the Area currently included in the*

Metropolitan Toronto Planning Area should be removed from the jurisdiction of the Metropolitan Toronto Planning Board.

It may well be suggested by some observers that the establishment of two large planning areas with boundaries co-terminous with those of the proposed municipalities will not provide sufficient control over the general pattern of land-use as between the northern and southern parts of the Area. It may be argued, for example, that there is nothing to prevent the planning area in the north from deciding to alter the development pattern by encouraging extensive urbanization.

The possibility of this occurring leads naturally to the suggestion that there should be a Joint Planning Board for the total area. However, in the opinion of this Review a Joint Planning Board will not provide the kind of control necessary. The difficulty with joint arrangements of this kind is that they inevitably lack effective political jurisdiction and are a reflection of the belief that planning can be carried out somewhat removed from the total governmental process.[1]

It appears to this Review that the more effective approach to the possibility posed above would be through reliance on the two proposed political jurisdictions coupled with a positive role by the Province of Ontario through the Community Planning Branch of the Department of Municipal Affairs. *If, therefore, the broad land use pattern as set out is to be maintained—urban development in the south and a rural and agricultural pattern in the north—the Community Planning Branch must actively intervene in the case of any proposal which does not conform to this general pattern.*

The recommendation to remove from the jurisdiction of the Metropolitan Toronto Planning Board certain parts of the area presently included under its jurisdiction may well suggest to some that the Metropolitan Toronto Planning Board will have no voice in development proposals which may affect the Metropolitan area directly, particularly where such proposals are close to the boundary

[1]This contention is supported by a former Commissioner of Planning for Metropolitan Toronto who has stated that (a) "regional planning through extraterritorial control by one government over other governments of equal status is not a desirable long-term solution"; (b) "the planning function must be placed in direct relation to the policy-making body and not delegated to a separate board tending to foster political irresponsibility"; and (c) "policy co-ordination at the provincial government level is a necessary prerequisite to rational planning at the local government level." See Jones, Murray V., "Urban Focus and Regional Planning". (Vol. IX, No. 2), *Canadian Public Administration*. (June, 1966). p. 180.

of the Metropolitan Toronto Planning Area. This need not necessarily be the case. The voice which the Metropolitan Toronto Planning Board requires with respect to certain planning and development decisions in the Area could be assessed by the Province of Ontario through the Community Planning Branch of the Department of Municipal Affairs. Thus, the Branch, as a matter of general practice and procedure, must be required to notify the Metropolitan Toronto Planning Board of any such proposals and request their formal comments thereon.

The foregoing leads this Review *to recommend that the Province of Ontario undertake a position on the general planning and development of the Area by empowering the Community Planning Branch of the Department of Municipal Affairs to require:*

(a) *that all development proposals and land use considerations conform to the pattern outlined—retaining the character of the north as basically rural and agricultural with any extensive urbanization to be confined to the southern part of the Area;* and

(b) *that any development proposal or basic change in land use in the vicinity of the boundary of the Metropolitan Toronto Planning Area be made available to the Metropolitan Toronto Planning Board and the views of such Board solicited before a final decision is taken.*

Water and Sewerage Services

Concomitant with the establishment of the proposed *Urban County of Mississauga* it will be extremely important to prepare an overall general scheme for a water supply and distribution system which will be adequate to meet the needs of the ultimate population of this municipality. Such a scheme should make provision for water distribution feeders, the extension of water treatment plants, together with intakes, and adequate elevated treated water storage at appropriate locations on the system. Once such a basic plan or scheme has been set out and approved it will then be possible to extend watermain installations in accordance with development requirements and to establish the cost of providing services to new developments through undeveloped areas so that it can be ascertained whether the proposals are economically sound.

A similar plan or scheme should be set out with respect to the

requirements for the eventual installation of adequate trunk sanitary sewers and sewage treatment facilities necessary to serve the ultimate population of the proposed *Urban County of Mississauga.* Such general schemes for both water and sewerage requirements should also provide an indication of the land areas which will be needed for the various components in the water supply and sewage treatment systems.

While it has been recommended that the bulk of the area contained in the proposed *Rural County of Peel-Halton* should remain essentially rural and agricultural in character it must be recognized that there are some villages and towns in this area which now have water supply and waste treatment facilities. Some modest expansion within the existing boundaries of these areas may be permitted providing that the water supply and sewage treatment facilities are considered adequate. These communities depend upon a ground water source of supply and care must be taken to ensure that any expansion does not exceed the proven ground water supply and that sewage treatment is of such quality that the effluent can be discharged with safety, in terms of public health, in the existing streams.

In dealing with the matter of water and sewerage services the role of the Ontario Water Resources Commission must be given some consideration. Under a recent Amendment to *The Ontario Water Resources Commission Act*[1] the Commission has been empowered, subject to the approval of the Minister of Energy and Resources, to define and designate an area of public water service or an area of public sewage service and to set out the conditions with respect to rates or charges. For example, under *The Ontario Water Resources Commission Amendment Act, 1966,*[2] it is provided that

> "Notwithstanding any general or special Act or any regulation or order made thereunder, where, in the opinion of the Commission, it is in the public interest to do so, the Commission may, with the approval of the Minister, make an order defining and designating an area as an area of public water service or an area of public sewage service, and, by order from time to time, for the purpose of controlling, regulating, prohibiting, requiring or providing water service or sewage service in the area, may,
>
> (a) impose such terms and conditions in the area as the Commission deems necessary;

[1]R.S.O. 1960, c. 281.
[2]*Statutes of Ontario,* 1966, c. 108.

(b) require that any contract with respect to water service or sewage service in the area be terminated or amended in accordance with the order; and

(c) fix and impose rates or charges upon any municipality or person in the area for the provision by the Commission of water service or sewage service to the municipality or person."[1]

At least two important points arise from this legislation which have serious implications. *First* is the power of the Commission to define unilaterally a water or sewerage area. It is not established in the legislation what criteria are to be utilized. If such areas are to be defined in accordance with a general land use and development plan this would provide a rational basis. Despite consultation with the Commission, the Department of Municipal Affairs and the Department of Economics and Development, this Review was not made aware of the existence of any such comprehensive plan. For the Commission to define water or sewerage areas without the benefit of such a plan could stimulate premature development and promote uncoordinated urbanization with concomitant social and economic problems. *It must be recognized that the provision of water and sewer services is a vital tool in the securing of a desirable pattern of urban development. As a consequence, this power must be exercised in concert with a declared public policy with respect to land use objectives.*

A *second* point to be noted is the failure of the legislation to establish the basis upon which the Commission may "fix and impose rates or charges upon any municipality" for the provision of services in an area which it has defined. Questions which are unanswered in the legislation include the following:

(a) Is the Commission expected to operate on business principles and recover the full cost of services installed?

(b) Are the general revenues of the province to be utilized to bear part of the cost in areas where the rates or charges would be considered excessive?

(c) How are initial rates or charges to be imposed in areas where oversize facilities are installed to serve not only the present but a future population?

[1]Section 46a.

While the foregoing questions are unanswered there is a more immediate problem. The amended legislation has provision for a hearing prior to making any decision. But what kind of position can a municipality or an individual take at such a hearing in the absence of any declared basis for defining a water or sewerage service area and establishing the rates and charges? *It should be appreciated that in setting out these reservations this Review is not questioning either the need or the desirability of a provincial agency in this field. However, in the absence of clearly articulated guidelines development chaos rather than order could result.*

The New Municipal Structure

It is appreciated that the recommendations contained in this Report for the consolidation of the present nineteen municipalities in the Area into two new county-type municipal jurisdictions will raise questions with respect to such matters as size, loss of community identification, responsiveness and democratic control. As a consequence some further comments and observations are therefore included.

Size

Uppermost in the minds of many is, no doubt, the question of size. In this connection it has been estimated that the two proposed municipal jurisdictions will embrace the following areas:

Jurisdiction	*Area in Acres*	*Area in Square Miles*
The Urban County of Mississauga	211,300	330
The Rural County of Peel-Halton	326,300	510

It could be argued that these areas are too large for municipal government and that municipalities of such size do not exist elsewhere. However, in those states of the United States where county governments are well-established their average size is approximately 1,200 square miles ranging from a low of 332 square miles in the State of Kentucky to a high of 8,113 square miles in the State of Arizona.[1] In the State of Maryland, where the county is considered the basic unit of municipal government and discharges a wide range of responsibilities for both urban and rural areas, there are twenty-

[1]Source: *Memorandum dated April 23, 1965* from the Executive Director to the Members of the Advisory Commission on Intergovernmental Relations, Washington, D.C.

three counties with an average area of 423 square miles.[1] Moreover, county government appears to generate considerable interest and active citizen participation.

Another argument frequently heard in the case of a municipal consolidation involving a substantial area is with regard to the disappearance of what may be referred to as "little government". This is usually based on a conception of community stemming from the days when people generally lived, earned their livelihood and found most of the necessary outlets for social and recreation pursuits all within a relatively small and compact area. Municipal government in such a setting no doubt provided a feeling of proximity and intimacy which can hardly be duplicated in the present.

During the course of research and the holding of public hearings for this Review every effort was made to try to establish a theory or a defensible explanation for the need to retain small units of government. No convincing argument was forthcoming and the general defence put forward can only be described as a parade of the virtues considered attributable to "little government". But what are these virtues? In general they come down to such phrases as "government that is close to the people", "pride in the local community", etc. However, as we have noted, the local community in the sense of what it once was no longer really exists in the Area.

Increasingly, and particularly over the last decade and a half, people have moved into the Area to live in one community and earn their livelihood in another. There is usually little choice about the latter, but the selection of a place to live is determined by the kind of housing available and the level of public services provided. Thus, for a family in the Area its members may be required to travel considerable distances for various necessary pursuits, e.g., employment, shopping, education and recreation. Only very rarely are these within easy walking distance of the home. As a consequence, the family has become increasingly mobile with virtually all of its members dependent upon the use of the automobile. The notion of community has become, therefore, a much wider and broader concept than it was in a previous period. And it no longer reflects the closeness and intimacy once considered its important characteristics.

[1]Spencer, Jean E., *Contemporary Local Government in Maryland.* College Park, Bureau of Governmental Research, University of Maryland, 1965, p. 1: ". . . Maryland is one of 29 state systems having no township governments and one of four having no independent school districts."

The only concept of community which can now be considered valid is that which recognizes the important factor of mobility.

Despite its nostalgic appeal a theory of local government which emphasizes the virtues of smallness and immediacy and based on an idea of community that belongs to the past is at variance with the requirements of contemporary life. Thus, an argument that seeks to retain the smaller governments in the Area can only do so by ignoring the forces which have been the underlying cause of population expansion and the means of creating the kind of wider community which now exists. As a consequence, any attempt to retain the present number of governments would continue to frustrate the Area's ability to grapple effectively with the problems confronting it.

Identification

Closely associated with the question of size is the matter of community identification. It may be held by some, for example, that the type of reorganized municipal structure proposed will obliterate the identity of the present localities. The loss of the former local government structure may lead some to the conclusion that points of identification will also disappear. Such is not necessarily the case and this was indicated in the submission by the City of Toronto to the Royal Commission on Metropolitan Toronto in the following terms:

> "When a former self-contained town or village is swept up in a metropolitan expansion, part of its character is lost whether or not it is stripped of its independent municipal status; and part of it remains even if its corporate entity has disappeared. Toronto people still talk of Yorkville, which was annexed in 1883, of Riverdale, which was absorbed a year later, of Rosedale, of the Annex, Sunnyside and Parkdale each of which became part of the City of Toronto before 1890. The history of Toronto annexations contains many another familiar name, including Deer Park, Wychwood, West Toronto, Balmy Beach, Dovercourt, North Toronto and Moore Park. The two latest were added to the City in 1912!"[1]

It is quite likely that names such as Oakville, Burlington, Brampton, Bramalea, Port Credit, Cooksville, etc., will still be used for a long time as a means of identifying where one lives.

[1]*City of Toronto Submission to The Royal Commission on Metropolitan Toronto, p. 70.*

The foregoing observations with respect to size and identification are linked to some extent to the two-tier concept of government suggested in a number of submissions to this Review. In general the two-level arrangement appeared to rest on the following somewhat contradictory propositions:

(a) a recognition of the need for a municipal government with powers and responsibilities to be exercised over an area much wider than any existing municipality; and

(b) a desire to retain existing units with some local responsibilities.

Irrespective of the size of the area proposed for the upper level of government the real problem in a two-tier arrangement lies in the allocation of powers and responsibilities to both levels. To be effective each level must have a range of responsibilities which is significant. And here lies the real dilemma which is well-illustrated in the brief submitted to this Review by the Police Village of Malton. Discussing the desirability of a two-level system the brief suggested that the upper level be either a revamped county or a regional government and that:

> ". . . reformed counties or new regional governments serving dominantly urban areas should exercise more and stronger powers than many counties now do. We see them as taking on the added functions which counties have been assuming in the fields of health services, assessment, public welfare and regional library operations. Another possibility is county or regional policing. In addition we believe such municipalities could be given enlarged responsibilities for roads and, for urban areas, some authority with respect to water supply, sewage disposal and garbage disposal."[1]

This brief goes on to argue for a more autonomous municipal identity and status for the Malton area and suggests that "an expansion of county or regional responsibilities would leave Malton with only those services which it could perform well on its own." However, with the transfer of responsibilities along the lines suggested above would there really be enough in the way of significant responsibilities left to justify municipal status for Malton or the continuance of the municipal units already in existence? This Review is forced to answer this question in the negative.

[1] *Police Village of Malton Submission to the Peel-Halton Local Government Review*, p. 37.

Along with the difficulty of allocating powers and responsibilities under a two-level municipal government structure the important matters of public responsibility and accountability must also be considered. Because the total range of municipal responsibilities cannot be clearly compartmentalized and some must be allocated partly to both levels, the decision-making process becomes cumbersome. In many instances the citizen will not really know where the responsibility for action or the lack of it should be affixed. Consequently, it will be difficult for him to determine which level of government should be held accountable.

Under a two-level system of government the question of representation also becomes difficult. If the upper level is indirectly elected, i.e., representatives from the constituent municipalities as under the present county system, it is virtually impossible for the public to hold a body established on this basis directly accountable. Direct election on the other hand does not really improve matters for the voter is then faced with the complicated task of determining what each of the two levels is responsible for and then attempting to assess the relative merits of a number of candidates.

It must also be recognized that a two-level governmental structure establishes a division of responsibility. This makes it difficult on certain occasions for action to be taken or decisions effected, particularly with respect to problems involving both levels. While such a system may be necessary, and perhaps inevitable in certain metropolitan areas, it is not considered applicable to the Review Area.

The recommendations contained in this Report for the establishment of the two municipal jurisdictions constitute an attempt to provide the citizens of the Area with the ability and the capacity to deal with the kind of problems which are generated by mobility and technological change. These new municipal jurisdictions provide for a simpler and more easily understood municipal structure even though the area that each will serve will be substantially larger than that of any existing municipality. However, the proposed areas are sufficiently large that the real problems can be dealt with by a single responsible body and not lost in a bewildering confusion of intermunicipal arrangements, intermunicipal committees and intermunicipal agreements. Council discussion and debate can therefore become much more meaningful and, from the point of view of the citizen, the focus of authority becomes more intelligible and easier

to identify. In the final analysis these factors should aid substantially the matter of accountability by permitting the citizen to evaluate performance based on the exercise of real responsibility.

Finance

One final but important point must still be considered—the implications for municipal finance and taxation of the proposed reform of the municipal structure. Some broad and general observations and conclusions based on available data will be attempted.

The first matter which must be considered is that of the revenue base in terms of taxable assessment which will be available to each of the two proposed municipal jurisdictions. Data with respect to the taxable assessment[1] on an equalized basis are set out in Table XVI, p. 113, and data with respect to the percentage ratios of the various types of assessed property are also included.

An examination of this table reveals that the proposed *Urban County of Mississauga* would have a total assessment base of approximately $457,729,760 consisting of

—56.4 per cent *residential* property;
— 3.3 per cent *farm* property;
—38.4 per cent *industrial* and *commercial* property; and
— 1.9 per cent *other* property

The total assessment of the proposed *Rural County of Peel-Halton* would be approximately $67,022,955 made up of

—47.0 per cent *residential* property;
—25.7 per cent *farm* property;
—25.5 per cent *industrial* and *commercial* property; and
— 1.8 per cent *other* property

Of the thirty-nine counties in Ontario ten have an assessment less than this.

In the case of the proposed *Urban County of Mississauga* these assessment ratios reveal that this new jurisdiction would be relatively close to achieving the municipal ideal of a balanced assessment. Most municipalities emphasized to this Review that a balanced assessment consisted of sixty percent in the residential category with forty percent in an industrial and commercial class. The development policies of most municipalities clearly seek this objective.

[1]Based on 1964 assessment figures.

TABLE XVI

EQUALIZED TAXABLE ASSESSMENT AND RATIOS FOR THE PROPOSED URBAN COUNTY OF MISSISSAUGA AND THE RURAL COUNTY OF PEEL-HALTON 1964(1)

	Residential		Farm		Commercial		Industrial		Other		Total	
	$	%	$	%	$	%	$	%	$	%	$	%
URBAN COUNTY OF MISSISSAUGA												
Toronto Township	79,413,180	50.5	3,990,720	2.5	17,854,560	11.3	53,086,105	33.7	3,074,850	2.0	157,419,415	100
Burlington	71,219,230	69.5	4,183,585	4.1	13,477,930	13.2	11,723,440	11.4	1,881,650	1.8	102,485,835	100
Oakville	61,316,370	52.0	5,869,750	5.0	15,447,910	13.1	32,911,655	27.8	2,463,375	2.1	118,009,060	100
Brampton	25,631,780	59.1	367,645	.8	6,288,895	14.4	10,485,630	24.2	630,955	1.5	43,404,905	100
Port Credit	9,284,475	58.4	—	—	3,352,500	21.0	3,014,730	18.9	275,860	1.7	15,927,565	100
Streetsville	5,866,285	68.1	—	—	1,572,070	18.3	1,144,325	13.3	29,300	.3	8,611,980	100
Bramalea(x)	5,698,100	48.0	593,500	5.0	712,300	6.0	4,748,400	40.0	118,700	1.0	11,871,000	100
Total	258,429,420	56.4	15,005,200	3.3	58,706,165	12.8	117,114,285	25.6	8,474,690	1.9	457,729,760	100
RURAL COUNTY OF PEEL-HALTON												
Georgetown	9,964,260	64.7	18,400	.1	1,965,460	12.8	3,154,885	20.5	290,705	1.9	15,393,710	100
Esquesing	3,403,740	35.1	3,972,825	40.9	815,365	8.4	1,409,860	14.5	106,585	1.1	9,708,375	100
Chinguacousy(x)	2,072,800	26.2	4,751,500	60.1	295,500	3.7	492,900	6.2	301,300	3.8	7,914,000	100
Milton	5,648,690	63.1	14,475	.2	1,497,495	16.7	1,647,355	18.3	148,065	1.7	8,956,080	100
Acton	3,439,235	50.2	31,575	.5	874,525	12.8	2,416,055	35.3	84,655	1.2	6,846,045	100
Caledon	1,766,335	35.7	2,819,940	57.0	134,350	2.7	153,330	3.1	73,405	1.5	4,947,360	100
Albion	1,628,215	37.6	2,539,190	58.6	153,585	3.5	—	—	12,550	.3	4,333,540	100
Nassagaweya	913,190	20.9	2,154,005	49.3	1,018,420	23.3	254,200	5.8	26,620	.7	4,366,435	100
Bolton	1,771,935	73.8	800	—	493,790	20.5	70,825	2.9	68,335	2.8	2,405,685	100
Toronto Gore	443,855	27.4	951,290	58.6	118,370	7.3	23,630	1.5	85,315	5.2	1,622,460	100
Caledon East	449,835	85.0	—	—	70,425	13.3	—	—	9,005	1.7	529,265	100
Total	31,502,090	47.0	17,254,000	25.7	7,437,285	11.1	9,623,040	14.4	1,206,540	1.8	67,022,955	100

(1) Source: Files of Assessment Branch, Department of Municipal Affairs. See also Peel-Halton Local Government Review Data Book ,January 1966, pp. A10 and A11
(x) Estimates only.

While there can be no real quarrel with the "60-40" assessment formula, the effects of its application in each of the existing municipal jurisdictions are, however, open to question. In practice this means that development policy can and does restrict badly-needed housing development unless the developer can produce sufficient industrial assessment. And yet the area of one or more of the existing municipalities may be precisely the best location for housing. *The pursuit of the balanced assessment ratio by each of the several existing jurisdictions can, and does, create unnecessary municipal competition for industry with disastrous effects on the attainment of the best uses of land.*

When the balanced assessment formula is applied to the total area of the proposed *Urban County of Mississauga* intermunicipal competition for industry can be eliminated. More important, perhaps, is the fact that conditions will exist whereby land development can be channelled into more varied and appropriate uses without the rigidity of confinement within narrow and out-dated municipal boundaries. For example, it will no longer matter if Oakville has a greater concentration of residential development as long as the "60-40" ratio is maintained for the County as a whole. From the point of view of planning and development the much larger area of the proposed new jurisdiction opens up wider possibilities for the better utilization of land.

With regard to the proposed *Rural County of Peel-Halton* the "60-40" ratio cannot be achieved in the foreseeable future. And it is not desirable that industrial or commercial development on any substantial scale should be encouraged if the character of this area is to be preserved. However, the expansion of services and other responsibilities is not likely to be great if large-scale urbanization is prohibited.

Using 1964 municipal expenditures as a basis it has been estimated[1] that if the proposed *Urban County of Mississauga* had been established in that year its expenditure requirements for municipal purposes, exclusive of education, would have been approximately $24,700,000. This estimate includes all expenditures by existing municipalities which will be absorbed into the new jurisdiction, plus an estimated amount for responsibilities discharged by the

[1]All estimates with respect to expenditures and revenue for municipal purposes are based on data contained in the *Peel-Halton Local Government Review Data Book*. Toronto. Department of Municipal Affairs. January, 1966.

Counties of Peel and Halton. No attempt has been made to calculate any possible administrative economies which would be achieved by way of municipal consolidation. The estimate of non-tax revenue (grants and all other sources) available in 1964 amounted to a total of approximately $10,690,000.

From the foregoing it has been calculated that the amount which would have to be raised by way of property taxation is approximately $14,010,000.

The question of unconditional municipal grants had to be taken into account. In the estimate of non-tax revenue above, these grants were calculated on the scale applicable to each of the municipalities comprising the new jurisdiction. This scale varies from $3.25 to $3.75 per capita, depending on population and municipal status. However, *it is the opinion of this Review that the proposed Urban County of Mississauga should be regarded as an urban municipality which with its 1964 population, would qualify for an unconditional grant of $4.50 per capita.* Unconditional grants provided on this basis would yield an additional amount of approximately $177,000, thereby reducing the amount to be raised by taxation from $14,010,000 to $13,833,000. This would require a tax levy of *$30.22 per each $1,000* of assessment. The actual municipal levy in 1964 by various municipalities in the new jurisdiction fell within a range of $27.01 – $34.16[1] with the average being $33.84 per $1,000 of assessment.

Educational requirements for the proposed Board of Education for the *Urban County of Mississauga* were also calculated by using 1964 expenditure data. Total expenditure outlays were estimated at approximately $24,033,000 for maintenance and capital. Provincial grants available for 1965, based on 1964 data, would amount to $9,193,000.[2] Thus, the amount which would have to be raised by way of municipal property taxation is approximately $14,840,000 ($24,033,000 – $9,193,000) which would require a levy of about $32.40 per $1,000 of assessment for educational purposes. This compares favourably with a range of $24.56 – $39.52 and an average of $34.03 per $1,000 of assessment by the existing municipalities for education in 1964.

[1]This range included Toronto Township, Burlington, Oakville, Port Credit, Streetsville and Brampton. The only exclusion was part of the Township of Chinguacousy.
[2]All estimates with respect to education expenditure and required revenue are based on data compiled for the *Review* by the *Ontario Institute for Studies in Education*, Toronto.

The estimated total levy for both municipal and education requirements is as follows:

Municipal	$30.22	per $1,000 of assessment
Education	32.40	per $1,000 of assessment
Total levy	$62.62	per $1,000 of assessment

This compares favourably with actual total levy for municipal and education purposes by the existing municipalities which in 1964 ranged from $56.04 — $70.86 with an average of $67.87 per $1,000 of assessment.

The development of an estimate for the proposed *Rural County of Peel-Halton* has also been undertaken on the basis of 1964 financial data. It has therefore been calculated that the total expenditure requirements for municipal purposes, exclusive of education, of this proposed jurisdiction, had it been established in 1964, would amount to approximately $3,202,000. Municipal non-tax revenue from all sources was estimated to yield about $1,609,000. Unconditional grants were calculated on the basis of the unconditional grants provided to the existing municipalities which ranged from $3.00 to $3.75 per capita. However, *it is the opinion of this Review that the proposed Rural County of Peel-Halton should be made eligible to receive unconditional grants at a minimum of $3.75 per capita.* This would increase the estimated non-tax revenue by at least $21,000, from $1,609,000 to $1,630,000. The foregoing figures indicate that an approximate amount of $1,572,000 ($3,202,000 — $1,630,000) would have to be raised by way of property taxation, and this would require an estimated levy of *$23.45 per $1,000* of assessment. This estimated rate would be applicable throughout the entire jurisdiction for all services rendered by the proposed *Rural County of Peel-Halton.* However, certain urban-type services would be administered locally by public service commissions in the four urban service areas and it has been estimated that the cost of providing such services in these areas would require an additional levy of approximately $19.15 per $1,000 of assessment, or a total levy of about $42.60 per $1,000 in the urban service areas.

Educational outlays, based on 1964 data, for the Board of Education of the proposed *Rural County of Peel-Halton* have been estimated at a total of $5,095,000. Applicable grants are estimated to yield a total of $3,072,000, leaving an amount of $2,023,000 to be raised by way of a property tax levy. It is estimated that a rate of approximately $30.19 per $1,000 of assessment would be required for

this purpose. The foregoing estimates indicate that the total property tax rate, expressed in terms of an amount per $1,000 assessment, would be of the following order:

RURAL AREAS:		
Municipal	$23.45	
Education	30.19	
Total levy	$53.64	
URBAN SERVICE AREAS:		
Municipal	$42.60	($23.45+$19.15)
Education	30.19	
Total levy	$72.79	

The actual total rates levied in 1964 by the rural municipalities included in the new jurisdiction ranged from $46.72 to $64.30, or an average of $54.28 per $1,000 of assessment. In the urban service areas (Bolton, Georgetown, Milton and Acton) the actual total property tax levies in 1964 ranged from $70.35 to $79.16, or an average of $75.29 per $1,000 of assessment. A comparison of these rates with the estimated rates under consolidation suggests that most municipalities would fare somewhat better.

It must be appreciated that the foregoing estimates have been provided for illustrative purposes only. While the totals indicated are based on actual 1964 municipal financial data some apportionment has been necessary particularly with respect to the allocation of expenditures by the existing counties. This apportionment was undertaken on the basis of a "guesstimate" and a more detailed examination of expenditures than was possible under a general review of this kind might produce a more precise division.

There are certain matters which have not been taken into account in developing these estimates which might conceivably have had the effect of indicating a more favourable financial position in terms of municipal taxation. These are summarized as follows:

1. No allowance was made for the possibility of administrative economies which might be achieved under the proposed consolidation;
2. No provision was made for any reduction in debt service requirements with respect to court house buildings. Any such debt should be assumed by the Province of Ontario in accordance with the recommendation of this Review that this responsibility for the administration of justice be taken over by the Province.

The financial estimates provided serve to point up and confirm an important development in municipal finance and this is the large proportion of the property tax yield which must be devoted to education. In general this absorbs slightly more than fifty per cent of the total yield. There can be no denial of the necessary funds for the important function of education and the trend toward constantly increasing outlays for education, characteristic of the recent past, is likely to continue in the future as the school population continues to expand. However, the continuing increase in education expenditures cannot be attributed to quantitative factors alone for the educational system must be increased on a qualitative basis in a dynamic and changing society conditioned by rapid technological advances and innovations. These place a heavy emphasis on an ever-increasing standard of educational attainments by young people if they are to be capable of meeting the demands of earning a livelihood and understanding the complexity of the kind of world in which they find themselves.

Increasing educational outlays for education means that unless the basis of financing is altered, a much higher proportion of the property tax dollar will have to be utilized for this purpose. As a consequence there will be an even smaller proportion of the property tax yield available for vital and important municipal undertakings in the future. This development raises important considerations with respect to provincial-municipal finance, particularly with respect to taxation and grants policy. The Review can only draw attention to this problem for it would be outside of its terms of reference to attempt any fundamental analysis, particularly in view of the fact that this is already being undertaken by the Ontario Committee on Taxation which, this Review understands, will be reporting later this year.

CHAPTER VII

SUMMARY OF RECOMMENDATIONS

Reformation of the Municipal Structure

The essence of the proposed new municipal structure consists of the establishment of two new types of county government based on a recognition of the development pattern of the Area—urbanization in the south and a rural or agricultural orientation in the north.

The Proposed Urban County of Mississauga

It is recommended that the *Urban County of Mississauga* be formed by the consolidation of the following:

the Town of Burlington;
the Town of Oakville;
the Township of Toronto;
the Town of Port Credit;
the Town of Streetsville;
the Town of Brampton; and
that part of the Township of Chinguacousy under the control of Bramalea Consolidated Developments Ltd.

This proposed county should assume all the present powers and responsibilities of the above municipalities and, in addition, should take over all present responsibilities of the existing counties to the extent applicable.

Representation

The Council should comprise nineteen members—a mayor and eighteen councillors. The councillors should represent districts in

the following manner based on a scheme of representation by population of approximately one representative for each 12,000 persons.

Districts	*Number of Councillors*
1. Toronto Township, Port Credit and Streetsville	7
2. Brampton and Bramalea	3
3. Burlington	4
4. Oakville	4
	18
Mayor elected at large	1
	19

The basis of representation should be reviewed coincidental with the Census of Canada. Members of Council should serve a three-year term and a reasonable emolument for their services should be provided.

Executive Committee and Position of the Mayor

An Executive Committee of three—the mayor as chairman, the other two members chosen by Council as a whole—should be formed to carry out all duties and responsibilities generally assigned to Boards of Control.

The mayor should be given the power of veto to be exercised within these limitations:

(a) an action of Council can only be vetoed within forty-eight hours following the meeting at which the action was taken;
(b) written reasons for the veto must be submitted;
(c) at the next meeting of Council the Clerk shall table the matter vetoed and the Mayor's reasons in writing; and
(d) an absolute majority may reaffirm their original action which will not be subject to a further veto.

Local Boards and Commissions

Three separate boards and commissions should be established:

1. Hydro-Electric Commission of Mississauga under provisions of *The Power Commission Act*;

2. Board of Commissioners of Police of Mississauga under *The Police Act*; and
3. Public Library Board of Mississauga under *The Public Libraries Act*.

Planning should be a direct administrative responsibility of the proposed Urban County of Mississauga. Water services should also be administered directly and not through a public utility commission. Provisions in existing legislation requiring the establishment of boards and commissions for specific activities, other than the three indicated above, should not be applicable.

Administrative Organization

The administrative organization to serve the Council of the proposed Urban County of Mississauga should consist of twelve departments under the general supervision and co-ordination of a Commissioner of Administration.

The Proposed Rural County of Peel-Halton

It is recommended that the *Rural County of Peel-Halton* assume all functions currently administered by the existing municipalities in the northern part of the Area: the Townships of Nassagaweya, Esquesing, Chinguacousy (except that part presently under the control of Bramalea Consolidated Developments Ltd.), Caledon, Albion and Toronto Gore; the Villages of Caledon East and Bolton; and, the Towns of Georgetown, Acton and Milton.

In the case of the Townships and the Village of Caledon East all functions should be performed by the county. Four urban service areas should be established in Acton, Georgetown, Milton and Bolton with limited responsibility for urban services as determined by the county. The tax rate for county services should, in the urban service area, be supplemented by a rate set in these areas to cover the cost of the locally administered services. All taxes should be collected by the county.

Representation

The council should comprise fourteen members—a mayor and thirteen councillors. The councillors should represent districts in the following manner based on a scheme of representation of approximately one representative for each 4,000 persons.

Districts	Number of Councillors
URBAN	
1. Acton	1
2. Georgetown	3
3. Milton	2
4. Bolton	1
RURAL	
1. Albion	1
2. Caledon and Caledon East	1
3. Chinguacousy and Toronto Gore	2
4. Esquesing and Nassagaweya	2
	13
Mayor elected at large	1
	14

The basis of representation should be reviewed coincidental with the Census of Canada. Members of Council should serve a three-year term with a reasonable emolument for their services.

In each of the four urban service areas the proposed *Rural County* of Peel-Halton should, by charter, provide for the establishment of a three-member elected Public Service Commission to assume responsibility for the administration of purely local services. Elections for these bodies should be at the same times and for the same term as the County Council.

Executive Committee and the Position of the Mayor

The recommendations set out for the *Urban County of Mississauga* with respect to the executive committee and the veto power of the mayor should also be applicable in the proposed *Rural County of Peel-Halton.*

The use of the designations Mississauga and Peel-Halton should not be considered as names recommended by this Review but have been used throughout to facilitate identification.

Administration of Justice and Registry Office

Responsibility for the administration of justice and the operation of an office for the registration of the ownership of land should be wholly assumed by the Province of Ontario.

Implementing Legislation

It is recommended that such legislation as is necessary to implement these recommendations be set out in a special act or acts.

New Education Jurisdictions

It is recommended that a single, elected, one-level Board of Education be established in each proposed county with co-terminus boundaries, an elected board of trustees equal in number and for the same terms as the members of the respective proposed county councils.

A Director of Education should be appointed in each with full administrative responsibility for implementing the decisions and policies of their respective boards. In the case of the Board of Education in the *Urban County of Mississauga* four Associate Directors should also be appointed to deal with four administrative divisions—Burlington, Oakville, Toronto Township (including Port Credit and Streetsville) and Central Peel (Brampton and Bramalea).

Planning and Development

It is recommended that the Townships of Toronto and Toronto Gore and the Towns of Port Credit and Streetsville be removed from the jurisdiction of the Metropolitan Toronto Planning Board.

To preserve the broad land-use pattern suggested—urban development in the proposed *Urban County of Mississauga* and a rural and agricultural pattern in the proposed *Rural County of Peel-Halton*—the Community Planning Branch of the Department of Municipal Affairs should be empowered to ensure that all development proposals conform to it.

A general scheme or plan for water and sewer services to meet the requirements of its ultimate population should be developed in the proposed *Urban County of Mississauga* in order to guide the orderly and economic extension of these services. The role of the Ontario Water Resources Commission in the Area should also be considered in the light of the need for establishing more clearly delineated criteria for the exercise of its powers.

Finance

The proposed *Urban County of Mississauga* should be regarded as an urban municipality and, on the basis of its 1964 population,

would qualify for an unconditional grant of $4.50 per capita. Similarly, the proposed *Rural County of Peel-Halton* should be made eligible to receive unconditional grants at a minimum of $3.75 per capita.

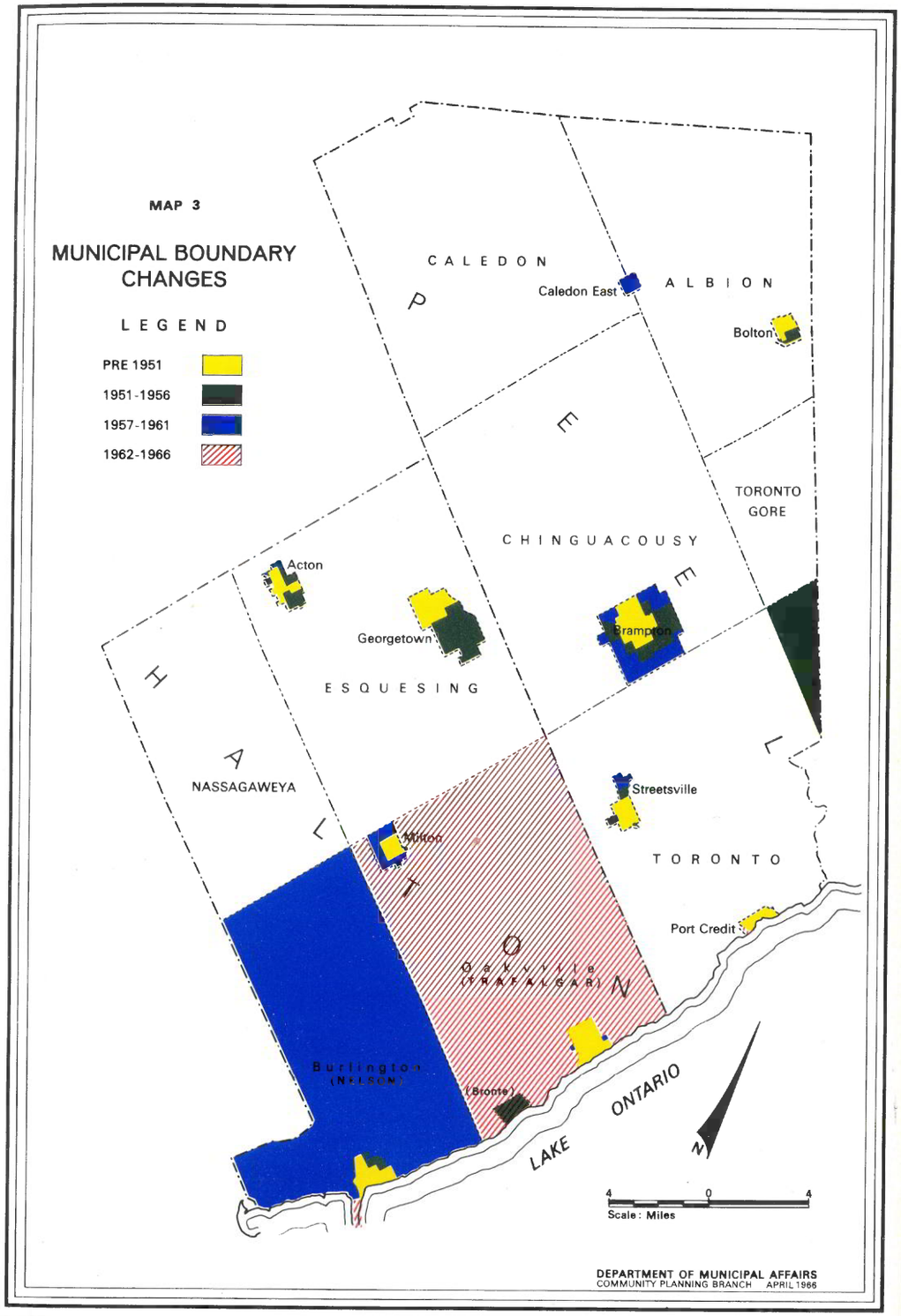
In the *Urban County of Mississauga* urban and rural tax areas should be established similar in principle to the provisions of special legislation now applicable in Burlington and Oakville.

Rationale

All of the recommendations and observations contained in this Report are based on a view of local government and administration which rests on broad but simple assumptions. These may be summarized as follows:

> Two municipal jurisdictions constitute an attempt to provide the citizens of the Area with the ability and the capacity to deal with the kind of problems which are generated by mobility and technological change. These new municipal jurisdictions provide for a simpler and more easily understood municipal structure even though the area that each will serve will be substantially larger than that of any existing municipality. However, the proposed areas are sufficiently large that the real problems can be dealt with by a single responsible body and not lost in a bewildering confusion of intermunicipal arrangements, intermunicipal committees and intermunicipal agreements. Council discussion and debate can therefore become much more meaningful and, from the point of view of the citizen, the focus of authority becomes more intelligible and easier to identify. In the final analysis these factors should aid substantially the matter of accountability by permitting the citizen to evaluate performance based on the exercise of real responsibility.

APPENDIX A



APPENDIX D

PEEL-HALTON LOCAL GOVERNMENT REVIEW

List of Submissions Received

SCHEDULE OF PUBLIC HEARINGS:

March 15, 1966 — Town of Brampton
Township of Toronto Gore
Police Village of Malton
Board of Education, Toronto Township
Township of Toronto

March 16, 1966 — Public Utilities Commission, Toronto Township
Committee of General Hospitals of Peel and Halton Counties
S. B. McLaughlin Associates Limited
Albion Township Property Owners' Association
Township of Chinguacousy

March 22, 1966 — County of Halton
Town of Acton
Township of Nassagaweya
Police Village of Campbellville
Town of Burlington
Oakville Catholic School Board
Milton Public School Board
Public Utilities Commission, Town of Burlington
Burlington Suburban Area Planning Board

March 23, 1966 — Town of Milton
Committee of Adjustment, Town of Burlington
Mr. Brian Best
Town of Oakville
Halton County Health Unit
Halton County Museum Association
Halton County Personnel Committee
Halton County Planning Association
Planning Board, Town of Milton

March 24, 1966 — Bruce Trail Association
Halton-Peel County (s) Federation of Agriculture
Ontario Municipal Electric Association
Urban Development Institute (Ontario Division)
Town of Port Credit
Bramalea Consolidated Developments Limited
Mr. T. McWilliams

Other Briefs Received

Town of Streetsville
Mr. William Nieberg, Burlington
Halton County Law Association
Former Reeve Mary Fix of Toronto Township
Halton Centennial Manor
Affiliates of the Ontario Teachers' Federation in the Review Area
Mr. W. H. Martin, Chinguacousy, Ont.